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Plans and procedures are described for providing equal access to educational opportunity for all children in Missouri. Historical development of school district organization in the State is traced. The need for further school district reorganization is examined, and methods of achieving effective organization are evaluated. A recommended statewide plan, known as the Domian plan, is outlined for reorganization, including the formation of regional school districts and local school units. Numerous tables and maps add significance to the discussion. (SW)

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School District Organization for Missouri

A Plan to Provide Equal Access to Educational Opportunity for All Children

The Report of the
Missouri School District
Reorganization Commission
November, 1968

RC003077

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SCHOOL DISTRICT ORGANIZATION FOR MISSOURI

A PLAN TO PROVIDE EQUAL ACCESS TO EDUCATIONAL OPPORTUNITY FOR ALL CHILDREN

The Report of the

Missouri School District Reorganization Commission

Professional Consultants
Bureau of Field Studies and Surveys
University of Minnesota

November, 1968

As long as the supply lasts, additional single copies of this Report are available upon request from:

James I. Spainhower, Chairman, Missouri School District Reorganization Commission
Room 300, State Capitol Building, Jefferson City, Missouri 65101

UNIVERSITY OF Minnesota

COLLEGE OF EDUCATION
BUREAU OF FIELD STUDIES AND SURVEYS · MINNEAPOLIS, MINNESOTA 55455

October 15, 1968

Mr. James I. Spainhower
Chairman, Missouri School District
  Reorganization Commission
Marshall, Missouri

Dear Mr. Spainhower:

The Bureau of Field Studies and Surveys is pleased to submit to you and the other members of the Missouri School District Reorganization Commission the report, School District Organization for Missouri. This report has been prepared in compliance with a contract executed by the Missouri School District Reorganization Commission and the Regents of the University of Minnesota.

The report describes the plan and procedure of the reorganization project and traces the development of school district organization in Missouri. It examines the need for further school district reorganization in the state, evaluates the methods of achieving effective school district organization, and presents a recommended statewide plan for school district reorganization.

In presenting this report, the staff of the Bureau expresses its sincere appreciation for the excellent cooperation received from the members of the Commission and the Advisory Committee. Special thanks are extended to Hubert Wheeler, Commissioner of Education, and members of his staff. The records of the State Department of Education were always made readily available and the staff members were most helpful in providing supplemental information. The various state agencies and departments supplied all data requested. Superintendents, school personnel, board members, and citizens from every district in the state participated in the project. Without that wholehearted cooperation this report could not have been prepared. It has indeed been a privilege to participate in this significant statewide project.

Sincerely yours,

Otto E. Domian

Otto E. Domian, Director
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November 15, 1968

LETTER OF TRANSMITTAL

The Honorable Warren E. Hearnes
Governor of Missouri
The Members of the Seventy-Fifth General Assembly
The Members of the State Board of Education

Gentlemen:

Since its organizational meeting on October 9, 1967, the Missouri School District Reorganization Commission has been extremely involved in making an exhaustive study of Missouri's public school district structure.

The Commission has been ably guided in its endeavors by Dr. Otto Domian of the University of Minnesota and his staff. Literally hundreds of persons have assisted in providing information, attending hearings, and filling out questionnaires. To all who have in any manner contributed to the completion of this study, the Commission is most grateful.

The Commission firmly believes that the recommendations contained in this report provide sound guidance for the members of the General Assembly, the State Board of Education, and the school patrons of Missouri as they wrestle with the admittedly sensitive problem of how better to structure the state's school districts.

Because of the special problems of the two large metropolitan areas, the Commission has prepared a more detailed outline of its recommendations relative to the educational structure for the public schools in the Kansas City and St. Louis areas. This information will furnished to the State Department of Education and will be available for distribution.

Every day the need grows more urgent, in nearly every area of Missouri, for a modern school district structure capable of functioning effectively and efficiently in today's world. In the light of this need, the Commission strongly urges the General Assembly to move with all deliberate speed to enact meaningful reorganization legislation.

An old saying conveys very adequately how the Commission feels about its work and report: "They gathered the sticks, and kindled the fire, and left it burning." This the Commission has done. Now we trust that others who share our concern for the provision of equal access to educational opportunity for all children will keep the fire burning.

Sincerely,

James I. Spainhower

James I. Spainhower, Chairman
Missouri School District
Reorganization Commission

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TABLE OF CONTENTS

SECTION PAGE

I THE PLAN AND PROCEDURE OF THE MISSOURI SCHOOL DISTRICT REORGANIZATION PROJECT 1

This Statewide Reorganization Project Was Initiated by Legislative Action 1

The Reorganization Commission Employed Professional Personnel 2

Criteria for School District Reorganization Were Developed 3

Meetings Were Scheduled in Each County with Representatives from Every District 5

The Project Culminated in the Preparation of a Plan for School District Organization 6

II THE DEVELOPMENT OF SCHOOL DISTRICT ORGANIZATION IN MISSOURI 7

Early Emphasis Was on Creation of Many Small School Districts 7

The Need for School District Reorganization Was Recognized as Early as 1900 8

The School District Reorganization Law of 1948 Gave Major Impetus to Reducing the Number of School Districts 8

The Press for Major School District Reorganization Has Continued in Recent Years 10

Present School District Organization Indicates Substantial Progress 12

Most States Have Exceeded Missouri in School District Reorganization 15

III THE NEED FOR FURTHER SCHOOL DISTRICT REORGANIZATION 17

Wide Differences Exist in the Scope and Nature of Present Educational Programs 17

The Years of Education Vary by Type of District 18

The Districts without Schools Have No Educational Programs 18

TABLE OF CONTENTS (Continued)

SECTION PAGE

Educational Programs in Districts Operating Elementary Schools Only Are Very Limited 19

Educational Programs in Districts Operating Elementary and High Schools Differ Widely 21

Population Changes Within the State Affect School District Organization 33

Birth Trends Have Major Impact upon the Need for Schools .. 41

Substantial Inequities in School Support and Resources Result from Present School District Organization 49

IV METHODS OF ACHIEVING EFFECTIVE SCHOOL DISTRICT ORGANIZATION 54

Missouri Has Several Methods of Changing District Organization 55

The Reorganization Law of 1948 Has Been Widely Used 55

Numerous Districts Have Been Established Under Consolidation 57

School Districts May Be Enlarged Through Annexation Procedures 59

Legislation to Implement District Reorganization Is of Three Types 61

Permissive Legislation Has Been Least Effective in Creating Sound Districts 61

Mandatory Legislation Places District Reorganization on a Statewide Basis 63

Semipermissive Legislation Combines Permissive and Mandatory Features 65

Missouri Reorganization Legislation Is Only Partially Effective 67

V THE RECOMMENDED PLAN OF SCHOOL DISTRICT ORGANIZATION FOR MISSOURI 69

Educational Problems in Metropolitan Areas and Rural Areas Are Equally Critical 69

TABLE OF CONTENTS (Continued)

SECTION PAGE

Regional School Districts and Local School Units Are Recommended 74

The Recommended Plan of Regional School Districts and Local School Units Is Applied to Missouri 79

The Implementation of the Recommended School District Reorganization Should Be Scheduled Over a Three-Year Period 102

Some Related Actions Are Needed with the Implementation of School District Reorganization 104

The Acceptance of the Recommended Plan of District Reorganization Will Require Extensive Cooperative Effort 106

BIBLIOGRAPHY 107

APPENDIX (Maps of each of the Proposed Regional Districts with Recommended Local School Units and Present School Districts)

ENLARGED MAPS FOLDED IN BACK

LIST OF TABLES

NUMBER PAGE

1 Number of School Districts in Missouri, 1940-1968 11

2 Number of Missouri School Districts by Type of School, July 1, 1968 13

3 Number of Operating and Nonoperating School Districts by States, 1967-68 15

4 Enrollment in School Districts Operating Elementary Schools Only, 1966-67 20

5 The Distribution of Districts Maintaining Elementary and High Schools by Size of Elementary School (Grades 1 - 8) Enrollment, 1966-67 21

6 The Minimum Curriculum Offerings for High School Classification 25

7 High Schools by Classification in Each County, June 1968 26

8 Population of Missouri by Decades, 1830-1960 33

9 The Rural and Urban Population of Missouri, 1830-1960 34

10 Population of Counties, 1920-1960 35

11 Resident Live Births in United States and Missouri, 1940-1967 . . . 41

12 Resident Live Births in Missouri by Counties for Selected Years, 1940-1967 43

13 The 1967-68 School Tax Levies for Districts Existing on July 1, 1968 50

14 The Assessed Valuation Per Resident Pupil in Grades 1-12 by Districts, 1966-67 51

15 Rank Order of St. Louis County School Districts on Assessed Valuation Per Pupil, on Expenditure Per Pupil, and on School Tax Levy, 1966-67 71

16 Pupil and Financial Data of the School Districts in Jackson County, 1966-67 72

17 Responsibilities Allocated to Regional School District and Local School Unit 75

18 Recommended Local School Units for Missouri 90

LIST OF FIGURES

NUMBER		PAGE
I	Number of School Districts by Counties, July 1, 1968	19
II	Location of Missouri School Districts Operating Class AAA and Class AA High Schools, June 1968	28
III	Location of Missouri School Districts Operating Class A and Unclassified High Schools, June 1968	29
IV	Units of Credit Offered in High Schools by Classification of Schools, 1967-68	30
V	Population by Counties, 1960 Actual and 1967 Projected	39
VI	Population Projections by Counties, 1967 and 1975	40
VII	Number of Births by Counties for Selected Years, 1951, 1959, 1967	48
VIII	Average School Tax Levy Per Hundred Dollars of Assessed Valuation by School Districts of Each Type	49
IX	Final Certified Assessed Valuation Ratios by Counties – 1967	52
X	Regional Planning Areas for Missouri	82
XI	Regional School Districts and Local School Units	83
	Map of Missouri School Districts, July 1, 1968	Folded in Back
	Map of Recommended Regional School Districts and Local School Units for Missouri	Folded in Back
	Map of Existing School Districts and Recommended Local School Units in the Kansas City Metropolitan Regional School District	Folded in Back
	Map of Existing School Districts and Recommended Local School Units in the East-West Gateway Regional School District	Folded in Back
	Page-size Maps of All Regional School Districts, including Boundaries of Existing School Districts and Recommended Local School Units	Appendix

SECTION I

THE PLAN AND PROCEDURE OF THE MISSOURI SCHOOL DISTRICT REORGANIZATION PROJECT

The determination of the best form of school district organization to provide adequate educational opportunities to every child in the state has been a continuous problem in most states. Missouri is no exception. During the early years of its statehood the emphasis was on creating districts in large numbers so that schools would be readily accessible. As the educational programs became more extensive and more education was required, the need for larger school units became apparent. By 1900, educators and other interested citizens began working toward reducing the number of districts in order to have a more adequate school system. Throughout this century that movement has continued. This school district reorganization project is the most recent step in that development.

THIS STATEWIDE REORGANIZATION PROJECT WAS INITIATED BY LEGISLATIVE ACTION

The Seventy-fourth General Assembly of the State of Missouri, recognizing the need for more effective school district organization to improve the educational opportunities of the children of the state, created the Missouri School District Reorganization Commission. The Commission of nine members was given the charge of developing a statewide master plan for school district reorganization and of submitting its plan to the State Board of Education by November 15, 1968. The legislative act establishing the Commission, defining its responsibilities, and outlining the procedure is as follows:

> Be it enacted by the General Assembly of the State of Missouri, as follows:
>
> Section 1. The Missouri school district reorganization commission is established to be composed of seven members appointed by the governor with the advice and consent of the senate and one member of the committee on education of the senate appointed by the president pro tem of the senate, and one member of the committee on education of the house of representatives appointed by the speaker of the house of representatives. Not more than two of the members shall be professional educators. The members shall serve without compensation but shall be reimbursed for the expenses necessarily incurred in the performance of their duties.
>
> Section 2. The Missouri school district reorganization commission shall develop a master plan for school district reorganization over the entire state. Each school district shall be composed so as to promote efficiency in school administration and improve the educational opportunities of the school children of the state. The commission shall submit the master plan to the state board of education on or before November 15, 1968. The plan shall be in writing and shall include charts, maps and statistical information necessary to document properly the plan for the proposed reorganized school districts.
>
> Section 3. 1. The Missouri school district reorganization commission may expend the funds and employ the personnel, including professional consultants from within or without the state, necessary to assist it in carrying out the duties imposed upon it by this act.
>
> 2. The commission may hold the meetings within and without the state, and the public hearings within the

state that it deems necessary to the accomplishment of its objective. Public hearings shall be held in each college district of this state and all school districts under consideration shall be notified of said hearing. The notice shall be mailed to all school administrators and board members of area under consideration.

Section 4. On receiving the plan for the commission, the state board of education shall consider same, may hold such public hearings as it may desire in connection therewith, and shall submit to the Seventy-fifth General Assembly on or before January 15, 1969, all reports, data and recommendations received by it from the commission, along with the state board's specific legislative recommendations as to how best a reorganization plan might be implemented.

Section 5. The master plan submitted by the commission and recommendations of the state board of education shall be advisory only.

Section 6. On the effective date of this act all proceedings of whatsoever nature in school districts throughout the state to organize new districts pursuant to or growing out of sections 162.211 and 162.221, RSMo Supp. 1965, shall cease, and each district shall retain the organization and boundaries that it has at the time this act takes effect, and no further action shall be taken pursuant to such sections until after the state plan developed by the school district reorganization commission has been submitted to the state board of education and, with its recommendations, transmitted to the general assembly but, in no event, until after October 15, 1969.

Section 7. Because there is an immediate need to halt the multiplicity of proceedings and growing confusion in school district organization throughout the state and to prevent the undesirable rearrangement of school districts which may result in a reduction in the quality of education, this act is necessary for the immediate preservation of the public peace, health and safety, and an emergency exists within the meaning of the constitution, and this act, therefore, shall be in full force and effect upon its passage and approval. [1]

THE REORGANIZATION COMMISSION EMPLOYED PROFESSIONAL PERSONNEL

The members of the Commission organized with James I. Spainhower as Chairman, Charles Dayton Kelley as Vice Chairman, and Mrs. Glenn Moller as Secretary. A representative group of educators from the colleges and universities of Missouri was consulted during the process of formulating a plan of procedure. After extensive consultations and interviews, the Bureau of Field Studies and Surveys of the University of Minnesota, directed by Dr. Otto E. Domian, was selected to direct the study. A contract for the services of the Bureau was negotiated with the Regents of the University of Minnesota.

An office in the State Capitol at Jefferson City was opened on December 1, 1967, and the staff began its work. The early efforts of the staff members were directed to collecting and examining a mass of data and studying the numerous reports pertinent to public education. Maps were prepared showing the boundaries of every school district. Data relating to school district organization, instructional programs, enrollments, assessed valuations, tax rates, bonded indebtedness, school buildings, population, births, roads, and other items affecting public school education were secured from a variety of sources. Records and reports in the State Department of Education and other state offices were particularly useful. Among the many publications evaluated were several doctoral dissertations, state school survey reports, and specific school studies relating to a county or a region of the state. In addition to the reports relating directly to Missouri, school district reorganization plans for other states were studied.

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[1] House Substitute for Senate Substitute for Senate Committee Substitute for Senate Bill No. 166, 74th General Assembly.

CRITERIA FOR SCHOOL DISTRICT REORGANIZATION WERE DEVELOPED

During the data collection period other phases of the project were also under way. Seven regional hearings, at Springfield, Cape Girardeau, Warrensburg, Kansas City, St. Louis, Kirksville, and Maryville, were held during the period from January 29 through February 15. School administrators, board members, and other interested citizens were invited. Invitations were mailed to every school district of the state requesting that the hearings be publicized and urging that each district be well represented at the hearing. Copies of the criteria for effective school districts, taken from the publication LOOKING AHEAD TO BETTER EDUCATION IN MISSOURI, A REPORT ON ORGANIZATION, STRUCTURE, AND FINANCING OF SCHOOLS AND JUNIOR COLLEGES which had been presented at the Governor's Conference on Education in 1966, were included with the invitation. A member of the Commission presided at each regional meeting. Chairman James I. Spainhower spoke on Missouri School District Organization – "Where We Are and How We Got There" and Director Otto E. Domian discussed "The Plan and Purpose of the Missouri School District Reorganization Study Project". In the discussion period the persons in attendance were given opportunity to pose questions and react to the proposed criteria. More than 2,000 persons participated in these regional meetings.

Following the seven regional meetings the project staff developed a set of criteria for effective school districts, taking into account the reactions voiced at the meetings. The Commission revised the criteria and then submitted them to the Advisory Committee which had been selected to work with the Commission. Following this joint review, the following criteria were adopted:

> Education is a state function. Thus the state, having the responsibility for education, establishes the form of school district organization and delegates certain operational responsibilities to the districts.
>
> The major purpose of school district reorganization is to establish the framework which will provide a quality educational program and, as far as possible, an equal opportunity for every child in the state to receive an education geared to his ability, interests and need. School districts should be organized in such a manner that all resources for education can be used wisely and efficiently. School district reorganization should develop strong school districts, strengthen the state and local relationships, and encourage effective local and state participation.
>
> The Missouri School District Reorganization Commission accepts the following criteria as basic to a viable school district:
>
> 1. All property within the state should be included in a school district which provides a carefully planned educational program extending at least from kindergarten through the twelfth grade.
>
> 2. Each district should have its own board of education elected by the voters in the district.
>
> 3. Each district should encompass a geographic area which includes one or more established communities. It should be of an optimum size to use financial resources in the most effective manner, to insure competent lay and professional leadership, and to permit a high level of citizen participation and communication.

4. Each district should include a diverse population, based on economic, racial and ethnic characteristics.

5. A school district does not have to conform to county boundaries. It may consist of only a portion of one county or it may include area in two or more counties.

6. Efforts should be made to reduce the disparity among school districts in taxable wealth behind each child. Each district should include property with an equalized assessed valuation per student sufficient to support a reasonable portion of the total cost of the educational program.

7. Travel time to school should not exceed 60 minutes each way for secondary and 40 minutes each way for elementary pupils.

8. Each District should provide, as a minimum, the following educational program and personnel:

A. A program extending from kindergarten through grade 12, organized into such elementary and secondary school attendance centers as feasible.

B. A fully certificated superintendent of schools, giving full time to administration of the district.

C. A fully certificated high school principal, giving full time to administration and supervision of the secondary instructional program.

D. Fifty (50) units of approved credit in grades 9-12, with broad distribution by subject areas, including academic and vocational-technical fields.

E. A fully certificated high school librarian, giving full time to library activities.

F. A fully certificated counselor, giving full time to the counseling program.

G. Each high school teacher to teach primarily in the area of his or or her major preparation; not more than 2/5 of the teaching assignment to be outside the area of major preparation and all teaching to be in either the major or minor fields of preparation.

H. A fully certificated elementary school principal, giving full time to administration and supervision of the elementary instructional program.

I. Each elementary teacher to be fully certificated for the position he or she holds.

J. Specialists in the elementary school program in the areas of music, art, physical education, and remedial instruction.

K. A fully certificated elementary librarian, giving full time to library activities.

L. A program of health services for the school system.

M. A program of special instruction for atypical children, such as the gifted, retarded, emotionally disturbed and socially maladjusted.

N. Three full-time secretarial or clerical persons to assist the professional staff.

9. In order to implement the minimum educational program on an economical and effective basis, each district should have at least 1,200 pupils in kindergarten through grade 12.

10. Wherever possible, districts having more than 1,200 pupils should be established; such districts should

have a more extensive program and more personnel than specified for the minimum district.

11. In all urban and suburban areas, no district should have fewer than 5,000 elementary and secondary pupils; an enrollment of 10,000 to 30,000 would be more desirable.

12. The boundaries of no district should be established, even though it may meet all of the criteria, if, by so doing, it leaves an adjacent area without the possibility of an appropriate assignment to an acceptable district.

If unusual local conditions make it impractical to apply all criteria, adjustments may be necessary to establish the best possible district. [2]

The criteria are based on several fundamental concepts which need constant emphasis. They include:

1. Education is a state responsibility. Thus, the state has the obligation to establish the best possible form of district organization.

2. Every district should operate a complete educational program extending at least from kindergarten through the twelfth grade.

3. Although disparity in taxable wealth behind each child cannot be completely eliminated, districts should be created to reduce the differences. The state must assume responsibility for equalization through a comprehensive program of state support.

4. In order to provide a complete educational program and services on an economical basis, districts with sufficient enrollment must be created.

MEETINGS WERE SCHEDULED IN EACH COUNTY WITH REPRESENTATIVES FROM EVERY DISTRICT

A major phase of the reorganization project consisted of conferences with representatives of each school district. A detailed schedule of meetings was planned. The school system in each county seat provided the meeting place. A copy of the Criteria for School District Organization and a meeting schedule were included in the letters of explanation which were mailed to two officials of each school district.

Meetings were held in each county seat. The schedule of meetings extended through the three-week period, April 1-19. Twenty-nine staff members conducted the interviews. Each district was scheduled at a specific time, with a minimum of 45 minutes allocated to each school district operating no school or an elementary school only, 60 minutes to each district operating both elementary and secondary schools, and 90 minutes to each county board of education. Each district was urged to have one or more representatives attend; other interested citizens were also invited. Those in attendance were requested to react to the future of their district in terms of the criteria approved by the Commission and to report any unusual conditions affecting their district status.

The response to the meetings was most heartening. Practically every district, with the exception of a few districts not operating a school, sent representatives to meet with the project staff member. The discussion with the county boards of education provided substantial information to supplement the reactions of the individual districts. Attendance at the meetings in each county ranged from one to several hundred persons.

Many districts supplemented their presentations at the county seat by meetings with the staff at the project office. Other districts submitted written suggestions, supplementary data, and recommendations. Also, staff and Commission members were invited to several district meetings.

---

[2] CRITERIA FOR SCHOOL DISTRICT ORGANIZATION as adopted by Missouri School District Reorganization Commission.

THE PROJECT CULMINATED IN THE PREPARATION OF A PLAN FOR SCHOOL DISTRICT ORGANIZATION

Although substantial data pertinent to the development of a statewide plan of district organization had been gathered, there was little information regarding the school buildings in use. Thus, it was necessary to develop a school building inventory form and request each district to provide the necessary information. The response was excellent with only a handful of districts failing to respond.

Several plans of district reorganization were developed. Comparative data relating to each plan were developed and the relative advantages and disadvantages of each were weighed. The most promising plans were presented to the Commission for consideration by the members. After a tentative consensus was reached, the members of the Advisory Committee met with the Commission for a general discussion of the proposals. Following that joint meeting, the staff members, taking account of the ideas expressed at the meeting, developed the detailed plan presented in Section V of this report.

SECTION II

THE DEVELOPMENT OF SCHOOL DISTRICT ORGANIZATION IN MISSOURI

Missouri has a long and varied history in its struggle to create the most effective school districts to administer public elementary and secondary education. Although the first private school in Missouri was operated by J. B. Tribeau in St. Louis as early as 1774, it was almost a half century later before the first public education system was established by law.

EARLY EMPHASIS WAS ON CREATION OF MANY SMALL SCHOOL DISTRICTS

The development of a statewide school system to provide adequate educational opportunities to all children has been a slow and tortuous process. Before statehood was achieved, schools were supported largely through tuition fees and donations. With statehood realized in 1820, Missouri adopted a constitution which authorized the establishment of a public school in each township. Although some 50 schools were established between 1820 and 1833, the township system never became fully operative. The Geyer Act, passed in 1839, was the first recognition by the General Assembly of the state's responsibility for developing and supervising a state educational system. It also established the office of the state superintendent of common schools.

Legislation in 1853 provided the next steps in the development of a state educational system. The state superintendent became an elected official and was given responsibility to head the system. A county commissioner of common schools, with general supervision of schools, was authorized. Each congressional township was designated as a school township, but it could be divided into four school districts. Thus, the Kelly Act of 1853 practically abolished the township as the unit of school administration and substituted the small school district of six to nine square miles.

The Civil War interfered greatly with the operation of schools. Many schools were closed, the General Assembly abolished the office of state superintendent, and no appropriations were made for public schools.

The Constitution of 1865 and the laws of 1866 established the office of state superintendent of schools, provided for a State Board of Education, and created a system of public schools. The township was established as the administrative school district with subdistricts under the control of school boards. The township board had custody of all school buildings of the subdistricts and had full control over all the high schools in the township. The laws of 1866 provided the framework for organizing schools in cities and villages and became the basic law for today's six-director school districts. The responsibility for supervising the schools was delegated to an elected county superintendent of schools.

The controversy between the township and subdistrict boards due to overlapping responsibilities caused the General Assembly to enact a new school code in 1874. The township plan was abolished and the small district system was established. Almost complete control of education was delegated to the citizens in each district. The small school districts multiplied rapidly, so that by 1880 more than 8,000 districts had been created.

A new state constitution, adopted in 1875, affirmed the state's responsibility for education. It specified that the General Assembly was to establish and maintain free public schools for the instruction of all persons between the ages of 6 and 20 years.

THE NEED FOR SCHOOL DISTRICT REORGANIZATION WAS RECOGNIZED AS EARLY AS 1900

New districts continued to be formed so that by 1900 there were 10,499 districts operating. The growing number of districts, many too small for efficient operation, caused many educational leaders to advocate school district consolidation. An annexation law was passed in 1895 permitting adjoining districts to annex to a village or city school district. The first significant consolidation law was enacted in 1901. It permitted three or more common districts or together with a small village district to form a consolidated district to operate elementary and high schools. The Hickman Mills Consolidated District in Jackson County, established in 1902, was the first district to be created under this legislation.

Continued agitation for more adequate education resulted in the passage of the Buford-Colley Consolidation Law in 1913. It provided for the organization of consolidated districts that would have 12 square miles or more of territory or 200 children of school age. Financial incentives were also offered and authorization was given for providing transportation. Under this law, 156 consolidated districts were formed by 1920. The total number of districts was reduced to 9,486 districts, including 703 which offered high school courses.

A county unit bill was passed in 1921. It transferred the administration of education from the local district to the county. Under the law, provision was made for a county board elected by the people, a uniform school tax rate for the county, a county superintendent of schools with power to improve the schools, and for local boards in the subdistricts of the county with limited responsibilities. However, the law was defeated by a referendum in 1922 and the small districts continued.

The General Assembly of 1931 enacted legislation, creating a county redistricting board in each county with responsibility to divide the county into enlarged districts. Each new district was required to have an assessed valuation of not less than $1,500,000 or an area of 50 square miles. At the same time, the state aid requirements were revised to make aid available to all districts. With no incentive provided, no district reorganization resulted from the 1931 legislation. During this period, however, the state assumed a portion of the cost of high school tuition and transportation. Thus, the rural children had a high school education made available to them without requiring school district consolidation. It is not surprising that only 96 districts were eliminated during the ten-year period from 1930 to 1940.

A new state constitution was adopted in 1945. It provided for a State Board of Education, appointed by the Governor, to have general supervision of the schools of the state. An appointed Commissioner of Education serves as executive officer of the State Board and has responsibility for administering the state school system.

THE SCHOOL DISTRICT REORGANIZATION LAW OF 1948 GAVE MAJOR IMPETUS TO REDUCING THE NUMBER OF SCHOOL DISTRICTS

The most effective measure treating the problem of the small school districts was the School District Reorganization Law enacted by the General Assembly in April of 1948. Arthur L. Summers, Director of District Reorganization and Pupil Transportation in the State Department of Education, has summarized its major features in these words:

> 1. A county board of education composed of six members was to be elected by the school board members of the districts in the county. The county superintendent was directed to call the election with in sixty days after the law became effective July 18, 1948. A county board was created in each county of the state by September of 1948. The county superintendent was designated by law to be the secretary to the county board. To begin with, county board members were elected for one, two and three year terms from

separate townships and school districts, and thereafter elected for three year terms.

2. The following duties and responsibilities were given to county boards of education.

a. To complete a study of the school districts within a period of six months and present to the State Board of Education for approval a proposed plan of district reorganization on or before May 1, 1949.

b. If the plan were approved by the State Board, the county board would submit the proposed districts to the voters within sixty days. For a proposed district to be adopted required a majority of all the votes cast within the proposal.

c. If the proposed plan were disapproved by the State Board, the county board was to be notified and given the reasons for disapproval. The county board had sixty days in which to revise the county plan as it may deem advisable and return to the State Board.

d. Upon the submission of a revised county plan to the State Board, the county board was to be notified within sixty days as to approval or disapproval. If a plan were approved, it was to be submitted to voters as approved. If it were disapproved, the county board was directed to submit its own plan to voters within sixty days without the approval of the State Board of Education.

e. County boards were directed to submit proposals to the voters on or before the first Tuesday in November 1949.

f. For all proposed districts that were defeated in the first elections, the county boards were directed to follow the same procedure and resubmit the proposed districts or revised proposals to the voters within a period of two years but no sooner than one year from the date of the last election.

g. Subsequent plans could be prepared and presented in the same manner as previous plans. The county board was to be a continuing agency to study school districts and school problems and submit proposals as conditions may warrant.

3. A section on school district reorganization was established by the State Board of Education for the purpose of advising and assisting in general with the planning and preparation of county plans.

4. State Board of Education was directed to approve or disapprove all county plans. However, upon the second disapproval of a plan a county board could submit it to the voters without the approval of the State Board.

5. As an incentive any newly reorganized district was entitled to $25,000 state building aid on a matching basis to construct new buildings needed as a result of the reorganization. In 1951 the law was amended to increase this aid not to exceed $50,000.

6. A board of education of a reorganized district was authorized to provide transportation for all pupils residing one mile or more from school.

7. A proposed reorganized district could not be formed with less than $500,000 assessed valuation or fewer than 100 pupils in average daily attendance for the preceding year. In 1955 this was amended to require a proposed district to contain not less than

100 square miles of land area or fewer than 200 pupils in ADA.[1]

The School District Reorganization Law, which remains in effect in essentially its original form, had a tremendous immediate impact upon school district organization. The number of school districts dropped from 8,422 on June 30, 1948, to 4,573 four years later. Although the 1948 law had many fine features, several weaknesses are apparent. Among these are: (a) the county was too small for a planning unit; (b) no criteria for adequate school districts were established; (c) districts could be created without the approval of the State Board of Education, and (d) the county board of education was not required to submit more than two proposals to the voters.

THE PRESS FOR MAJOR SCHOOL DISTRICT REORGANIZATION HAS CONTINUED IN RECENT YEARS

Continued concern regarding the inadequate school district organization has been evident during recent years. The Missouri Citizens Commission for the Study of Education, appointed by the the State Board of Education, made its report in 1952. The study covered various aspects of elementary and secondary education. An important phase of the report emphasized the need for further school district reorganization and proposed ways of strengthening the reorganization procedure.

The most recent major study treating school district reorganization was conducted by the Academy for Educational Development, Incorporated. The report, which was submitted to the Governor's Conference on Education in September 1966, treated several aspects of public education. In Chapter III – Local School Districts, the following recommendation appears:

> The General Assembly of the State of Missouri should adopt legislation requiring the State Board of Education to develop a state master plan for for school district organization. The master plan should take into consideration differences in terrain, population density, and road conditions throughout the state. The plan should take into consideration the characteristics of adequate school district organization as outlined in this report. County boundaries should not receive undue consideration in the formulation of the master plan. In some cases, school districts comprising all or a part of a given county will be appropriate. In other cases, all or part of more than one county may be the best geographic area for a given school district. The following are proposed as minimum standards for reorganization:
>
> (1) The provision of both elementary and secondary education should be a function of every school district in Missouri.
>
> (2) No school district in urban or suburban areas of the state should have fewer than 1,000 students in Grades 9 through 12; 1,500 is a preferred figure.
>
> (3) No school district in rural areas should have fewer than 500 students in Grades 9 through 12; 750 students is a preferred figure.
>
> (4) An essential criterion for the organization of school districts should be the reduction of disparities in the assessed valuation of property behind each child.[2]

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[1] Arthur L. Summers, SCHOOL DISTRICT DEVELOPMENT IN MISSOURI, The Great Plains School District Organization Project, Lincoln, Nebraska, 1968, pp. 12-15.

[2] The Academy for Educational Development, LOOKING AHEAD TO BETTER EDUCATION IN MISSOURI, 1966, p. 40.

The report also recommends increased authority for school district reorganization in the State Board of Education, the elimination of county boards of education, and state financial incentives for school district reorganization.

The study of vocational-technical education in the public schools, sponsored by the Governor's office in 1965 and 1966, was not specifically related to school district organization. However, the report, "A Gateway to Higher Economic Levels", emphasizes the general lack of a comprehensive vocational program because of the excessive number of small high school districts.

The general recognition of the need for statewide planning culminated in the legislation by the 1967 General Assembly, establishing the Missouri School District Reorganization Commission. The Commission has responsibility for developing a statewide plan of school district organization which is to be proposed to the Missouri General Assembly at its 1969 session. This report is the response of the Commission to the charge given to it by the General Assembly.

TABLE 1

NUMBER OF SCHOOL DISTRICTS IN MISSOURI, 1940-1968

	School Districts			
School Year Ending June 30	Total	Operating Elementary and High Schools	Operating Elementary Schools Only	Operating No School
1940	8,661	848	7,263	550
1942	8,632	822	6,923	887
1944	8,605	753	6,421	1,431
1946	8,603	720	5,944	1,939
1948	8,422	686	5,669	2,067
1949	8,326	677	5,526	2,123
1950	6,348	652	4,208	1,488
1951	5,790	629	3,835	1,326
1952	4,573	609	3,046	918
1953	4,331	595	2,812	924
1954	4,022	586	2,499	937
1955	3,794	579	2,344	871
1956	3,431	574	2,001	856
1957	2,890	560	1,594	736
1958	2,629	563	1,396	680
1959	2,254	541	1,158	555
1960	1,921	535	959	427
1961	1,732	531	821	380
1962	1,633	526	731	376
1963	1,542	523	667	352
1964	1,310	512	426	372
1965	1,028	503	339	186
1966	909	489	282	138
1967	815	478	238	99
1968	786	474	218	94

SOURCE: Compiled from records at the State Department of Education.

PRESENT SCHOOL DISTRICT ORGANIZATION INDICATES SUBSTANTIAL PROGRESS

Missouri has made substantial progress in reducing the number of school districts. The rapid period of growth resulted in a total of 10,499 districts by 1900. Forty years of limited reorganization reduced the number of districts to 8,661 by 1940. The trend of school district reorganization since that date is shown in Table 1.

Pertinent observations based on an examination of the data in Table 1 include:

1. The total number of districts has declined substantially, dropping from 8,661 in 1940 to 786 by 1968.
2. The major thrust in the reduction of school districts occurred after the passage of the School Reorganization Law in 1948. Within a three-year period the number of districts declined from 8,326 to 4,573.
3. The number of districts operating no school has dropped from a peak of 2,123 in 1949 to 94 by 1968.
4. A similarly drastic reduction in the number of districts operating elementary schools only has resulted in 218 districts in 1968 as contrasted to 5,526 districts 20 years earlier.
5. The decline in the number of districts operating elementary and high schools has been much less severe. Since 1959, the number has been reduced by only 67 districts.

Wide differences in the current school district organization from county to county are apparent from a study of the district map which appears at the end of this report. It depicts the boundaries of the 786 school districts of Missouri as they existed on June 30, 1968.

Table 2 presents the current district data in tabular form by counties. An examination of the map and Table 2 leads to these conclusions:

1. Districts vary widely in area and many district boundaries are highly irregular.
2. Four counties (Knox, McDonald, Ralls, and Schuyler) have only one school district.
3. Exactly half of the counties have five or fewer districts.
4. Eighteen counties have from 11 to 25 districts each.
5. These 18 counties account for 295 districts. In contrast, the 18 counties with the fewest districts have only 31 districts.
6. In 49 counties there are no districts operating elementary schools only.
7. St. Louis County with 25 districts and Jackson County with 12 districts are the only counties which have more than eight districts operating high schools.
8. Nine counties have only one district operating a high school, 17 counties have two such districts, and 26 have three such districts.

TABLE 2

NUMBER OF MISSOURI SCHOOL DISTRICTS BY TYPE OF SCHOOL JULY 1, 1968

	Number of Districts Operating		
County	Elementary and High Schools	Elementary Schools Only or None	Total
Adair	3	--	7
Andrew	3	1	4
Atchison	3	1	4
Audrain	3	15	18
Barry	6	8	14
Barton	3	--	3
Bates	6	1	7
Benton	3	5	8
Bollinger	4	--	4
Boone	6	6	12
Buchanan	4	1	5
Butler	5	3	8
Caldwell	5	4	9
Callaway	4	7	11
Camden	4	--	4
Cape Girardeau	4	5	9
Carroll	6	1	7
Carter	2	--	2
Cass	8	16	24
Cedar	2	--	2
Chariton	4	6	10
Christian	7	--	7
Clark	3	8	11
Clay	5	17	22
Clinton	3	--	3
Cole	4	1	5
Cooper	5	1	6
Crawford	3	--	3
Dade	4	--	4
Dallas	2	--	2
Daviess	6	--	6
DeKalb	4	1	5
Dent	1	4	5
Douglas	1	2	3
Dunklin	7	1	8
Franklin	6	7	13
Gasconade	3	--	3
Gentry	3	--	3
Greene	8	--	8
Grundy	4	1	5
Harrison	6	--	6
Henry	5	17	22
Hickory	4	--	4
Holt	3	--	3
Howard	3	5	8
Howell	3	6	9
Iron	3	1	4
Jackson	12	2	14
Jasper	7	5	12
Jefferson	8	5	13
Johnson	6	3	9
Knox	1	--	1
Laclede	2	12	14
Lafayette	6	--	6
Lawrence	6	--	6
Lewis	2	--	2
Lincoln	4	--	4
Linn	5	--	5
Livingston	3	1	4
McDonald	1	--	1

TABLE 2 (Continued)

County	Number of Districts Operating		
	Elementary and High Schools	Elementary Schools Only or None	Total
Macon	7	3	10
Madison	2	--	2
Maries	2	2	4
Marion	3	2	5
Mercer	3	--	3
Miller	5	--	5
Mississippi	2	--	2
Moniteau	3	3	6
Monroe	3	4	7
Montgomery	2	--	2
Morgan	2	--	2
New Madrid	7	1	8
Newton	4	1	5
Nodaway	7	--	7
Oregon	4	--	4
Osage	3	--	3
Ozark	3	2	5
Pemiscot	6	1	7
Perry	1	20	21
Pettis	5	9	14
Phelps	3	7	10
Pike	3	2	5
Platte	4	--	4
Polk	6	--	6
Pulaski	4	3	7
Putnam	1	1	2
Ralls	1	--	1
Randolph	5	5	10
Ray	5	1	6
Reynolds	4	1	5
Ripley	2	3	5
St. Charles	5	--	5
St. Clair	4	4	8
St. Francois	5	5	10
Ste. Genevieve	1	1	2
St. Louis	25	--	25
Saline	4	17	21
Schuyler	1	--	1
Scotland	2	6	8
Scott	6	1	7
Shannon	3	4	7
Shelby	2	--	2
Stoddard	7	--	7
Stone	5	--	5
Sullivan	3	--	3
Taney	4	4	8
Texas	5	9	14
Vernon	6	--	6
Warren	2	--	2
Washington	2	4	6
Wayne	2	5	7
Webster	4	--	4
Worth	2	--	2
Wright	4	1	5
City – St. Louis	1	--	1
TOTAL	474	312	786

SOURCE: Compiled from records at the State Department of Education.

MOST STATES HAVE EXCEEDED MISSOURI IN SCHOOL DISTRICT REORGANIZATION

It is useful to compare the current status of school district organization in Missouri with the situation in other states, although recognizing full well that conditions may vary from state to state. Table 3 presents comparative data relating to number of school districts by type, the area in square miles, and the 1967-68 enrollment for each state.

Among the pertinent conclusions which can be drawn from Table 3 are the following:

1. Missouri ranks ninth in number of school districts; only Nebraska, New York, Oklahoma, Minnesota, California, Texas, Illinois, and South Dakota have more districts.
2. Ten states and the District of Columbia each have fewer than 70 districts.
3. Missouri ranks fourth in number of nonoperating school districts, being exceeded only by New York, Nebraska, and South Dakota.
4. Twenty-one states have eliminated all nonoperating districts; 18 additional states each have ten or fewer districts of this type.
5. Missouri has an area of 69,270 square miles; 19 states exceed it in area.
6. Missouri has a public school enrollment of 991,219 pupils; 14 states have a larger enrollment.

TABLE 3

NUMBER OF OPERATING AND NONOPERATING SCHOOL DISTRICTS BY STATES, 1967-68

State	Rank by Number of Districts	Number of School Districts			Area in Square Miles	Fall Enrollment, Elementary and Secondary, 1967-68
		Total	Operating	Non-operating		
Alabama	37	118	118	0	51,078	830,885
Alaska	47	27	27	0	586,400	66,006
Arizona	25	297	295	2	113,580	394,000
Arkansas	19.5	395	393	2	52,725	451,482
California	5	1,105	1,101	4	156,803	4,500,000
Colorado	30	181	181	0	103,967	509,000
Connecticut	32	179	178	1	4,899	609,577
Delaware	44	51	50	1	1,978	117,560
District of Columbia	50.5	1	1	0	61	149,306
Florida	41	67	67	0	54,262	1,299,954
Georgia	28	195	194	1	58,518	1,094,572
Hawaii	50.5	1	1	0	6,424	169,004
Idaho	38	117	117	0	82,808	177,604
Illinois	3	1,315	1,310	5	55,947	2,188,000
Indiana	19.5	395	370	25	36,205	1,181,137
Iowa	15	455	445	10	55,986	634,000
Kansas	23	336	335	1	82,113	520,756
Kentucky	27	199	199	0	40,109	679,600

TABLE 3 (Continued)

State	Rank by Number of Districts	Number of School Districts			Area in Square Miles	Fall Enrollment, Elementary and Secondary, 1967-68
		Total	Operating	Non-operating		
Louisiana	42	66	66	0	45,177	840,314
Maine	24	310	257	53	31,040	229,200
Maryland	48	24	24	0	9,887	826,073
Massachusetts	18	397	391	6	7,907	1,083,841
Michigan	10	718	708	10	57,022	2,042,000
Minnesota	6	1,100	1,095	5	80,009	865,000
Mississippi	35	149	149	0	47,420	582,588
MISSOURI	9	765	675	90	69,270	991,219
Montana	12	675	600	75	146,316	171,000
Nebraska	1	2,175	1,800	375	76,653	324,070
Nevada	49	17	17	0	109,802	111,580
New Hampshire	29	183	169	14	9,024	138,497
New Jersey	14	593	570	23	7,522	1,368,000
New Mexico	40	90	90	0	121,511	278,734
New York	8	852	761	91	47,929	3,318,000
North Carolina	33	160	160	0	49,142	1,193,267
North Dakota	16	498	438	60	70,154	147,844
Ohio	11	691	691	0	41,122	2,358,900
Oklahoma	7	949	940	9	69,283	592,901
Oregon	21	376	371	5	96,350	462,326
Pennsylvania	13	597	590	7	45,045	2,256,000
Rhode Island	45.5	40	40	0	1,058	166,776
South Carolina	39	106	106	0	30,594	644,300
South Dakota	2	1,804	1,208	596	76,536	167,563
Tennessee	34	151	151	0	41,961	874,333
Taxas	4	1,273	1,260	13	263,644	2,572,000
Utah	45.5	40	40	0	82,346	297,714
Vermont	26	273	260	13	9,278	90,993
Virginia	36	132	132	0	39,899	1,017,000
Washington	22	341	335	6	66,977	781,500
West Virginia	43	55	55	0	24,090	415,928
Wisconsin	17	490	487	3	54,715	921,032
Wyoming	31	180	177	3	97,506	85,388
TOTAL		21,704	20,195	1,509	3,569,952	43,788,324

SOURCE: Research Report 1967-R19, Research Division, National Education Association, "Estimates of School Statistics, 1967-68", pp. 24-25.

SECTION III

THE NEED FOR FURTHER SCHOOL DISTRICT REORGANIZATION

Attention has already been directed to the development of school district organization in Missouri. The number of school districts has dropped from 8,661 in 1940 to 786 on July 1, 1968. During the comparable period public school enrollments have jumped from 700,640 in 1939-40 to 1,002,499 in 1966-67.

The reduction in the number of school districts while enrollments have been growing might lead to the assumption that adequate progress has been made and that no further action is required. However, the test of the adequacy of district organization is not in the number of districts which have been eliminated, but in the nature and scope of the educational programs and services which can be supplied by the remaining districts. Other factors, such as the shifting and concentration of population, the impact of recent birth trends, and equity in the support of education, also emphsize the need for further school district reorganization. The significance of each of these factors is examined in this section.

WIDE DIFFERENCES EXIST IN THE SCOPE AND NATURE OF PRESENT EDUCATIONAL PROGRAMS [1]

The Great Plains School District Reorganization Project, involving the states of Iowa, Missouri, Nebraska, South Dakota, has just been completed. In one of its recent publications, the purposes of any school system are described in these terms:

> State school system structure should provide:
>
> - a comprehensive program of elementary and secondary education. Some authorities include nursery schools, kindergarten, junior colleges, and adult education.
> - a complete range of educational services including: special classes for physically and mentally handicapped; remedial programs for underachievers; special programs for academically gifted pupils; and health, guidance, and counseling services for all pupils.
> - one well-defined community, or a group of interrelated communities which form a natural socioeconomic area.
> - specialized administrative and supervisory personnel and teachers with adequate preparation in all areas taught.
> - the necessary resources to support financially the kind of educational program implied by the above criteria. Statements of economic criteria may refer to the total income available to the district or its financial efficiency as measured by cost per pupil. [2]

A major concern for vocational education could well be added to the above statement.

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[1] Data presented here have been compiled from records at the State Department of Education.

[2] SIZE AND SCHOOL DISTRICT ORGANIZATION, Great Plains School District Organization Project, Vol. 2, No. 4, June 1968, p. 1.

The criteria for school district reorganization adopted by the Missouri School District Reorganization Commission, previously presented in Section I, have the same goal and purposes as the above statement from the Great Plains Project. The two statements regarding a state school system can well serve as a backdrop for a view of public elementary and secondary school education as it functions in Missouri at the present time. Various aspects of the school system will be examined.

THE YEARS OF EDUCATION VARY BY TYPE OF DISTRICT

The 786 school districts in existence on July 1, 1968, can be classified in various ways. The State Department of Education, in its annual progress report of school district mergers, divides the districts into these categories:

TYPE OF DISTRICT	NUMBER OF DISTRICTS	
Three-director common		
Operating schools	94	
Nonoperating schools	94	
Total		188
Six-director elementary		
City and town	16	
Consolidated	30	
Reorganized	78	
Total		124
Six-director high school		
City and town	58	
Consolidated	37	
Reorganized	379	
Total		474
Total of all districts		786

For purposes of examing the educational program, there is little significance in differentiating between three-director or six-director districts nor in the differences among city and town, consolidated, and reorganized districts. Thus, it becomes possible to separate the districts into these three categories, based upon the type of school being operated:

TYPE OF SCHOOL	NUMBER OF DISTRICTS
No school	94
Elementary school only	218
Elementary and high school	474
TOTAL	786

The number of districts by type of school being operated is shown on Figure I for each county. Each of these three categories of districts will be treated on the basis of educational program.

THE DISTRICTS WITHOUT SCHOOLS HAVE NO EDUCATIONAL PROGRAMS

There is no educational program to be examined in the 94 districts which do not conduct a school. Either there are no children in these districts, or the children are being educated in nonpublic schools, or the districts are sending their children to a neighboring district and paying tuition for them. The only purpose for a school district is to operate a school for the education of its children. If any district does not operate a school, it has abdicated its responsibility and no longer has any reason to exist. In far too many instances, districts with no schools have continued to exist because they provide a convenient tax haven, permitting property located in those districts to escape paying its fair share of the cost of education.

An examination of Figure I reveals that 88 counties have no nonoperating districts. Eight counties, each having five to ten such districts, account for 57 of the 94 districts having no school.

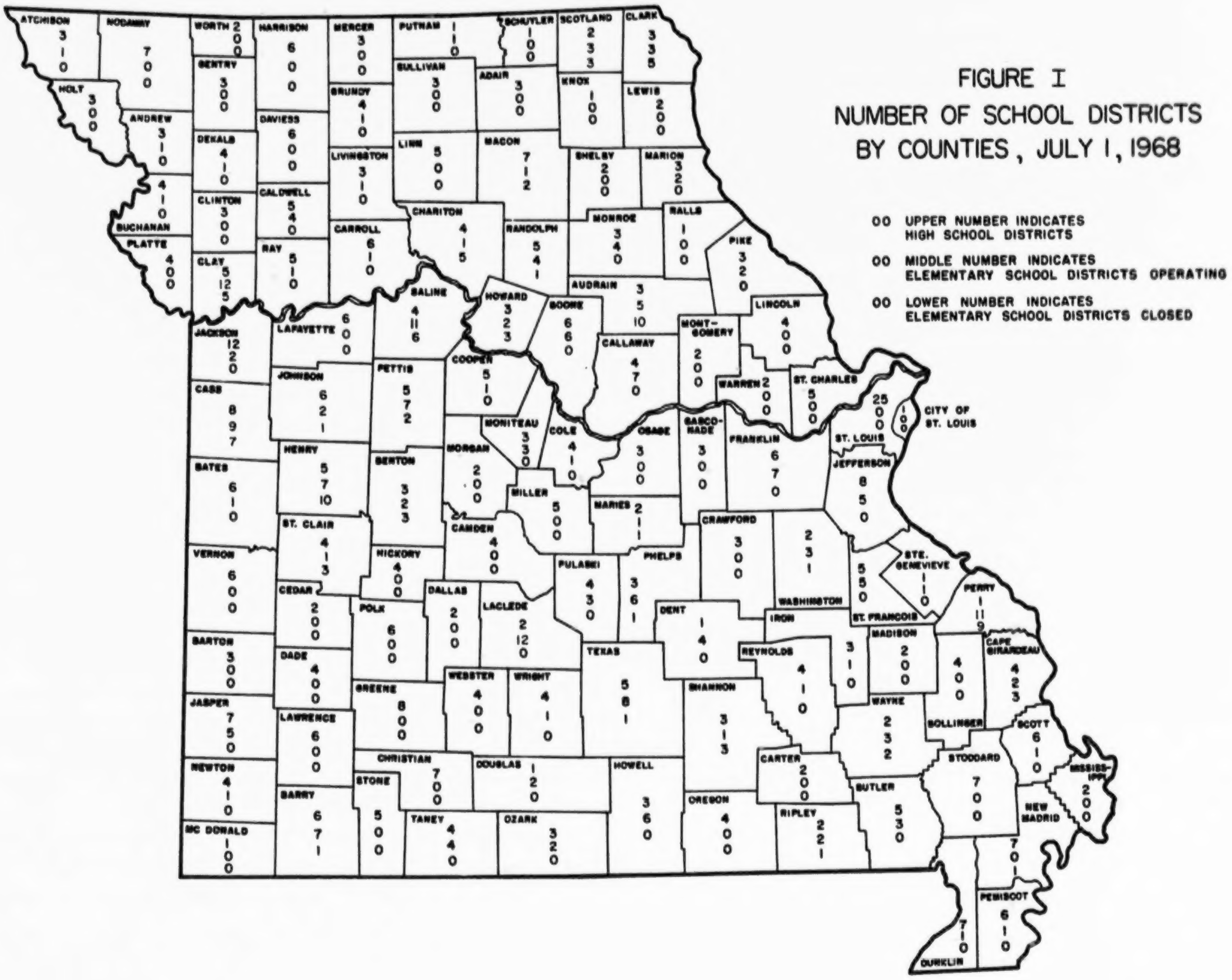


FIGURE I
NUMBER OF SCHOOL DISTRICTS
BY COUNTIES, JULY 1, 1968

EDUCATIONAL PROGRAMS IN DISTRICTS OPERATING ELEMENTARY SCHOOLS ONLY ARE VERY LIMITED

During the 1966-67 school year 235 school districts operated elementary schools only. These schools enrolled 22,318 pupils who were taught by 941 classroom teachers. Thus, the classrooms had an average enrollment of approximately 24 pupils each. In general, the instructional program extended from grades 1-8. Only 13 districts offered kindergarten instruction. Table 4 indicates the wide range in the number of pupils enrolled in these districts.

TABLE 4

ENROLLMENT IN SCHOOL DISTRICTS OPERATING ELEMENTARY SCHOOLS ONLY, 1966-67

NUMBER OF PUPILS	NUMBER OF DISTRICTS
Less than 20	13
20 – 29	39
30 – 39	28
40 – 49	31
50 – 59	20
60 – 69	11
70 – 79	7
80 – 89	8
90 – 99	7
100 – 124	18
125 – 149	10
150 – 174	11
175 – 199	6
200 – 299	15
300 – 399	5
400 and Over	6*
TOTAL	235

* Includes districts with enrollments of 439, 442, 466, 480, 797, and 947 respectively.

Almost half of the districts (111 of 235) had fewer than 50 pupils each. One or two teachers comprised the entire staff in each of these smaller schools. Each teacher had from four to eight grades in the room. In the 50 districts with enrollments of 50 to 99 pupils, each district had two to four teachers. Only as enrollments approached or exceeded 200 pupils would it be feasible to have one teacher for each grade; not more than 32 districts were in this fortunate category.

Grouping pupils within a grade according to ability or interest for more effective instruction is difficult in most of these schools and impossible in many. For example, in half of the districts the enrollment per grade was one to five pupils. Within these elementary schools there were 71 grades enrolling only one pupil each, 140 grades with two pupils each, and 235 grades with three pupils each. The opportunity of having pupils interact or compete with each other is lost in such a setting.

In these elementary schools, the classroom teacher had the responsibility for the entire instructional program. Professional personnel to supplement the work of the classroom teacher were not provided. Specialists in such subjects as music, art, science, home economics, and industrial arts were conspicuous by their absence. Special service personnel, such as librarians, instrumental music instructors, nurses, remedial teachers, counselors, and speech therapists were practically nonexistent. Science laboratories, shops, home economics facilities, and libraries, which are essential for a comprehensive program in the seventh and eighth grades, were not provided. Thus, the nature and quality of the instructional program depends entirely on the ingenuity and ability of the individual classroom teacher, working in isolation, and directing the work of pupils in all subjects in two to eight grades.

Despite the difficulty of the task in these elementary school districts, many of the teachers had a minimum of preparation. An analysis of the 1967-68 classification records at the State Department of Education indicated the number of college credits held by the teachers in elementary school districts to be as follows:

NUMBER OF CREDITS	NUMBER OF TEACHERS
Less than 90	157
90 – 119	151
120 – 149	511
150 and More	137
TOTAL	956

In the three-director elementary districts, 78 of the 211 teachers had too few college credits to meet the state classification criterion. In the six-director dependent elementary districts, 94 of the 447 teachers had fewer than 96 college credits, which is the number required to meet the classification criterion. In the six-director independent elementary school districts, 40 of the 298 teachers had fewer than 120 college credits, which is the number required to meet the classification requirement.

The 1967-68 reports also indicated that in all these elementary school districts there were only 26 principals (seven of whom were part time). Thus, in practically all of the districts, the county superintendent was the instructional supervisor. Only four librarians including two who were part time were employed. Remedial reading was practically the only special service; it was provided on a full or part-time basis in 45 districts. Only 21 of these districts offered kindergarten instruction.

The teachers in these elementary school districts are also the least well paid. In 1966-67 the teachers in these schools received an average salary of $4,601 as contrasted to an average salary of $6,100 for the elementary school teachers in districts operating elementary and high schools.

EDUCATIONAL PROGRAMS IN DISTRICTS OPERATING ELEMENTARY AND HIGH SCHOOLS DIFFER WIDELY

In the 1966-67 school year, 485 districts operated elementary and secondary school programs. In these districts, the elementary school (grades 1-8) enrollment ranged from 53 to 87,397 pupils. The distribution of districts by elementary school enrollments is presented in Table 5.

TABLE 5

THE DISTRIBUTION OF DISTRICTS MAINTAINING ELEMENTARY AND HIGH SCHOOLS BY SIZE OF ELEMENTARY SCHOOL (GRADES 1-8) ENROLLMENT, 1966-67

SIZE OF ENROLLMENTS	NUMBER OF DISTRICTS
50 – 99	17
100 – 149	34
150 – 199	31
200 – 249	40
250 – 299	30
300 – 349	29
350 – 399	20
400 – 449	19
450 – 499	27
500 – 599	39
600 – 699	21
700 – 799	24
800 – 899	15
900 – 999	15
1,000 – 1,999	70
2,000 – 2,999	15
3,000 – 3,999	11
4,000 – 4,999	5
5,000 – 5,999	4
6,000 – 6,999	5
7,000 and Over	14*
TOTAL	485

*Includes districts with enrollments of 7,133, 8,084, 9,063, 9,422, 10,346, 10,442, 10,623, 11,287, 12,934, 13,914, 15,583, 67,362, and 87,397 respectively.

Although many districts have large elementary school enrollments, the enrollments in the smaller districts are somewhat comparable to those found in districts operating elementary schools only. For example, 152 of the 485 districts have enrollments of 50 to 299 pupils as did 113 of the 235 districts operating elementary schools only. With these small enrollments, there is practically no possibility of providing a full-time principal to supervise the program, no chance of having a qualified elementary school librarian, and few opportunities of employing special personnel to supplement the work fo the classroom teachers.

These smaller elementary schools in districts which also provide high school instruction do have some advantages over similar-sized schools in the elementary school districts. By using high school teachers it is possible to departmentalize some instruction in grades 7 and 8. Also, students in these grades may have some opportunity to take courses in industrial arts and home economics and to participate in instrumental music instruction.

Slightly more than half of the high school districts (257 of 485) provided kindergarten instruction. In 16 counties not a single child had the opportunity of attending a public school kindergarten. With the growing national emphasis on kindergarten and prekindergarten instruction, it is rather shocking to find so many Missouri school districts neglecting this phase of the eudcational program.

Although the differences in the educational programs in the elementary schools are substantial, the differences become even more significant at the high school level. High school organization takes many forms in Missouri. The most prevalent is the four-year school, comprising grades 9-12. This is also the grouping used in reporting to the State Department of Education. The number of districts using each form of school organization, as reported in the Missouri School Directory, 1967-68, are as follows:

TYPE OF ORGANIZATION	NUMBER OF DISTRICTS
Elementary (grades 1-6), junior high school (grades 7-8), senior high school (grades 9-12)	172
Elementary (grades 1-8), high school (grades 9-12)	125
Elementary (grades 1-6), junior high school (grades 7-9), senior high school (grades 10-12)	69
Elementary (grades 1-6), high school (grades 7-12)	60
Elementary (grades 1-7), high school (grades 8-12)	15
Elementary (grades 1-5), middle school (grades 6-8), high school (grades 9-12)	9
Elementary (grades 1-4), middle school (grades 5-8), high school (grades 9-12)	6
Elementary (grades 1-7), junior high school (grade 8), senior high school (grades 9-12)	5

The other districts used a variety of grade combinations, but none of those combinations were found in more than three schools each.

Grades 9-12 were combined in the high school in 317 districts. The need for removing grades 7 and 8 from the elementary school was recognized by more than 250 districts. The most common method was to combine grades 7 and 8 as a junior high school. In the small districts this arrangement grouped a relatively small number of students with three or four teachers. The major effect was to create a departmentalized upper grade school rather than a comprehensive junior high school. Many small districts were included in the 60 which grouped grades 7-12 into one high school unit. Most of the larger districts limited the elementary school to six grades and established a three-year junior high school and a three-year senior high school. The middle school, encompassing grades 5-8 or grades 6-8, which is being widely discussed, has received little acceptance in Missouri. More than one-fourth of the districts treat the seventh and eighth grades as an integral part of the elementary school. It is apparent that grades 7 and 8 are the "neglected orphans" in many school districts.

Missouri uses a classification system in its school districts. Schools are classified as AAA, AA, A, and U (unclassified), depending upon the scope and nature of their programs. A publication of the State Department of Education, HANDBOOK FOR CLASSIFICATION AND ACCREDITATION OF THE TOTAL SCHOOL PROGRAM, issued in January 1968, presents the current requirements for classification. Separate sections are devoted to:

I. Objectives and Administration of the Classification and Accreditation Program.

II. Brief Definitions Relative to Classification and Accreditation of Missouri Public School Systems.

III. Goals to Be Achieved by All Classified and Accredited School Districts.

IV. Standards to Be Met by All Classified and Accredited School Districts.

V. Standards for District Administrative Officers.

VI. Standards for High Schools (Grades 9-12).

VII. Standards for Junior High Schools.

VIII. Standards for Elementary Schools.

The specific standards for high school classification relate to: (1) requirements for high school principals and assistants to principals, (2) requirements for high school teachers, supervisors, and teacher aides, (3) requirements for librarian, library materials, and textbooks, (4) teaching load, (5) special education, (6) special services, (7) pupil personnel services, (8) curriculum, (9) length of class period, and (10) instructional media. Some of the differences in the requirements for classification are as follows:

HIGH SCHOOL PRINCIPAL

CLASS AAA – Have at least two years of administrative or supervisory experience; have as a minimum a masters degree (after July 1, 1972) - a two-year graduate program); have a secondary principal's certificate; devote full time to administrative and supervisory duties.

CLASS AA – Have at least two years of teaching experience, have a master's degree; have a secondary principal's certificate; devote full time to principal's duties in a high school having 375 or more students, three-fourths time in a high school having 250 to 375 students, and one-half time in a high school having 249 or fewer students.

CLASS A – In a high school having 375 or more students, meet AA requirements. In a high school having fewer than 375 students have as a minimum a baccalaureate degree; have a permanent secondary teaching certificate; devote three-fourths time to principal's duties in a high school having 250 to 375 students, one-half time in a high school having 125 to 250 students, and one-fourth time in a high school having 124 or fewer students.

HIGH SCHOOL TEACHERS AND SUPERVISORS

CLASS AAA – Have as minimum a baccalaureate degree with special preparation and certification in the subject matter field in which they teach; at least 25 per cent (exclusive of administrators) have completed a master's degree or 30 semester hours of graduate credit (with a major in an appropriate subject matter area for new employees after July 1, 1969). Supervisors or subject matter specialists who spend one-half time or more consulting, supervising, or directing teachers in an instructional area must be certificated in the subject matter area and hold a master's degree (with a major in the area for new supervisors or subject matter specialists after July 1, 1969).

CLASS AA – Same as Class AAA, except 10 per cent of the teachers (exclusive of administrators) must have completed a master's degree or 30 semester hours of graduate work. Supervisors or subject matter specialists must have graduate credit in the area, but are not required to have a master's degree.

CLASS A – All teachers, supervisors, and subject matter specialists shall have as a minimum a baccalaureate degree with special preparation and certification in the subject matter field in which they teach.

LIBRARIANS

CLASS AAA – Have a full-time librarian who possesses at least a baccalaureate degree and is certificated for library work.

CLASS AA – Same as Class AAA, except in a high school with fewer than 500 students devotes as a minimum one-half time to library duties.

CLASS A – Same as Class AA, except in a high school with fewer than 500 students a teacher (should have some courses in library science, but not necessarily certificated as a librarian) may serve as librarian. The teacher must devote one-half time to library serving 250 to 499 students and one-fourth time to library serving 249 or fewer students.

A substantial difference appears in the curriculum requirements for the three high school classifications. Table 6 summarizes the requirements.

The Class AAA schools are required to offer 48 1/2 units of credit as contrasted to a minimum of 37 1/2 units for Class AA schools and only 24 1/2 units for Class A schools. Seventeen units of credit are required for graduation. Thus, in the Class A schools, after taking into account those subjects which are primarily for girls or for boys, practically no electives are available. All students, regardless of ability, interest, or need, must take the same subjects. In contrast, the Class AAA schools offer twice as many courses, which permits each student to select a program most useful to him.

TABLE 6

THE MINIMUM CURRICULUM OFFERINGS FOR HIGH SCHOOL CLASSIFICATION

Subject Areas	Number of Units of Credit Required for Class AAA	Class AA	Class A
Language Arts	4	4	3
Speech and/or Dramatics	2	1	--
Foreign Language *	4	2	--
Social Studies	5	4	3
Mathematics	4	3	2
Science	4	3	2
Fine Arts	4	2	1
Business and Office Education	5	3	2
Home Economics **	3	3	2
Vocational Agriculture **	3	3	3
Industrial Arts	3	3	
Trade and Industrial Subjects and/or Distributive Education **	6	2	--
Physical Education	1	1	1
Health	½	½	½
Electives from Nonvocational Subjects	--	3	5
Minimum Units of Credit Required	48½	37½	24½

*Class AAA schools must offer two different languages, except that small schools may offer three units in one foreign language; in Class AA schools only one foreign language is required.

**Vocational education requirements may be fulfilled by providing the opportunity for students to attend neighboring districts or area vocational schools and paying tuition and transportation costs thereto. Vocational agriculture offering may be waived in certain districts.

Unfortunately, the high schools in less than one-third of the districts qualify for Class AAA ratings. Table 7 presents the number of high schools by ratings for each county. Of the 474 districts operating high schools, 135 have high schools classified as AAA, 87 as AA, 243 as A, and in nine districts the high school is unclassified.

TABLE 7

HIGH SCHOOLS BY CLASSIFICATION IN EACH COUNTY, JUNE 1968

	Classification			
County	AAA	AA	A and U	Total
Adair	1	--	2	3
Andrew	1	--	2	3
Atchison	--	1	2	3
Audrain	2	--	1	3
Barry	2	--	4	6
Barton	1	--	2	3
Bates	1	--	5	6
Benton	--	1	2	3
Bollinger	--	1	3*	4
Boone	2	--	4	6
Buchanan	1	--	3	4
Butler	1	--	4	5
Caldwell	--	1	4	5
Callaway	1	1	2	4
Camden	1	--	3	4
Cape Girardeau	2	--	2	4
Carroll	1	--	5	6
Carter	--	--	2	2
Cass	4	1	3	8
Cedar	1	1	--	2
Chariton	--	1	3	4
Christian	--	1	6	7
Clark	--	1	2	3
Clay	3	1	1	5
Clinton	1	1	1	3
Cole	1	--	3*	4
Cooper	1	--	4	5
Crawford	--	2	1	3
Dade	--	--	4	4
Dallas	1	--	1	2
Daviess	--	--	6	6
DeKalb	--	--	4	4
Dent	1	--	--	1
Douglas	1	--	--	1
Dunklin	2	4	1	7
Franklin	4	1	1	6
Gasconade	1	1	1	3
Gentry	--	2	1	3
Greene	1	3	4	8
Grundy	1	--	3*	4
Harrison	--	1	5	6
Henry	1	1	3	5
Hickory	--	--	4	4
Holt	--	--	3	3
Howard	--	2	1	3
Howell	1	1	1	3
Iron	--	--	3	3
Jackson	9	--	3*	12
Jasper	4	1	2	7
Jefferson	7	--	1	8

TABLE 7 (Continued)

County	Classification			Total	County	Classification			Total
	AAA	AA	A and U			AAA	AA	A and U	
Johnson	2	1	3	6	Putnam	--	1	--	1
Knox	--	1	--	1	Ralls	--	1	--	1
Laclede	1	1	--	2	Randolph	1	--	4	5
Lafayette	2	1	3	6	Ray	1	--	4	5
Lawrence	2	2	2	6	Reynolds	--	--	4*	4
Lewis	--	1	1	2	Ripley	--	1	1	2
Lincoln	--	1	3	4	St. Charles	5	--	--	5
Linn	2	--	3	5	St. Clair	--	1	3*	4
Livingston	1	--	2	3	St. Francois	4	--	1	5
McDonald	--	1	--	1	Ste. Genevieve	1	--	--	1
Macon	1	1	5	7	St. Louis	23	2	--	25
Madison	1	--	1	2	Saline	1	2	1	4
Maries	--	--	2	2	Schuyler	--	--	1	1
Marion	1	1	1	3	Scotland	--	1	1	2
Mercer	--	1	2	3	Scott	2	2	2	6
Miller	1	1	3	5	Shannon	--	--	3	3
Mississippi	1	1	--	2	Shelby	--	2	--	2
Moniteau	--	2	1	3	Stoddard	1	3	3	7
Monroe	--	2	1*	3	Stone	--	--	5	5
Montgomery	--	2	--	2	Sullivan	--	1	2	3
Morgan	--	1	1	2	Taney	1	1	2	4
New Madrid	2	--	5	7	Texas	1	1	3	5
Newton	1	2	1	4	Vernon	1	--	5*	6
Nodaway	1	2	4	7	Warren	--	--	2	2
Oregon	--	2	2	4	Washington	1	--	1	2
Osage	--	2	1	3	Wayne	--	1	1	2
Ozark	--	1	2	3	Webster	1	--	3	4
Pemiscot	--	4	2	6	Worth	--	--	2	2
Perry	1	--	--	1	Wright	1	--	3*	4
Pettis	1	--	4	5	City – St. Louis	1	--	--	1
Phelps	1	1	1	3	TOTAL	135	87	252	474
Pike	2	1	--	3					
Platte	1	--	3	4					
Polk	1	--	5	6					
Pulaski	1	--	3	4					

*Includes one unclassified high school.

The distribution within the state of the high schools by classification is shown by Figures II and III. Figure II presents the location of the Class AAA and Class AA high schools; Figure III shows the Class A and unclassified high schools.

It is rather shocking to note that 46 counties are without an AAA high school. In 14 counties there is neither an AAA or an AA high school.

The proportion of school districts having their high schools accredited by the North Central Association of Secondary Schools may be used as another measure of equality of educational opportunity. Schools must meet prescribed standards relating to staff, program, and facilities in order to attain and hold membership in the Association. In Missouri only 102 of the 474 districts have high schools which are accredited by the North Central Association of Secondary Schools. In 60 of the 114 counties no high schools hold membership in the Association.

The number of units of approved credits offered by the high schools in 1967-68 are shown by school classification in Figure IV.

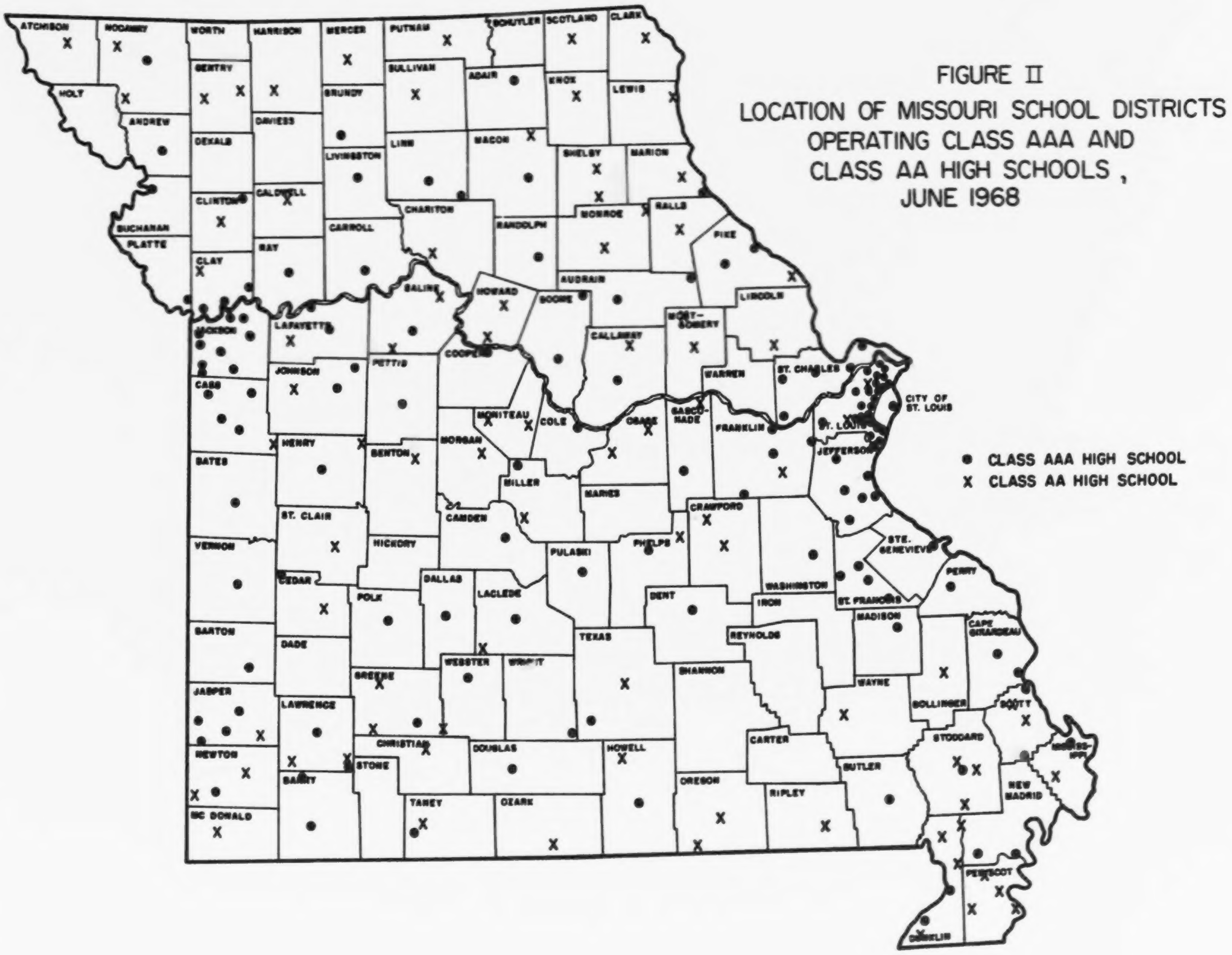


FIGURE II
LOCATION OF MISSOURI SCHOOL DISTRICTS OPERATING CLASS AAA AND CLASS AA HIGH SCHOOLS, JUNE 1968

FIGURE III
LOCATION OF MISSOURI SCHOOL DISTRICTS
OPERATING CLASS A AND
UNCLASSIFIED HIGH SCHOOLS,
JUNE 1968

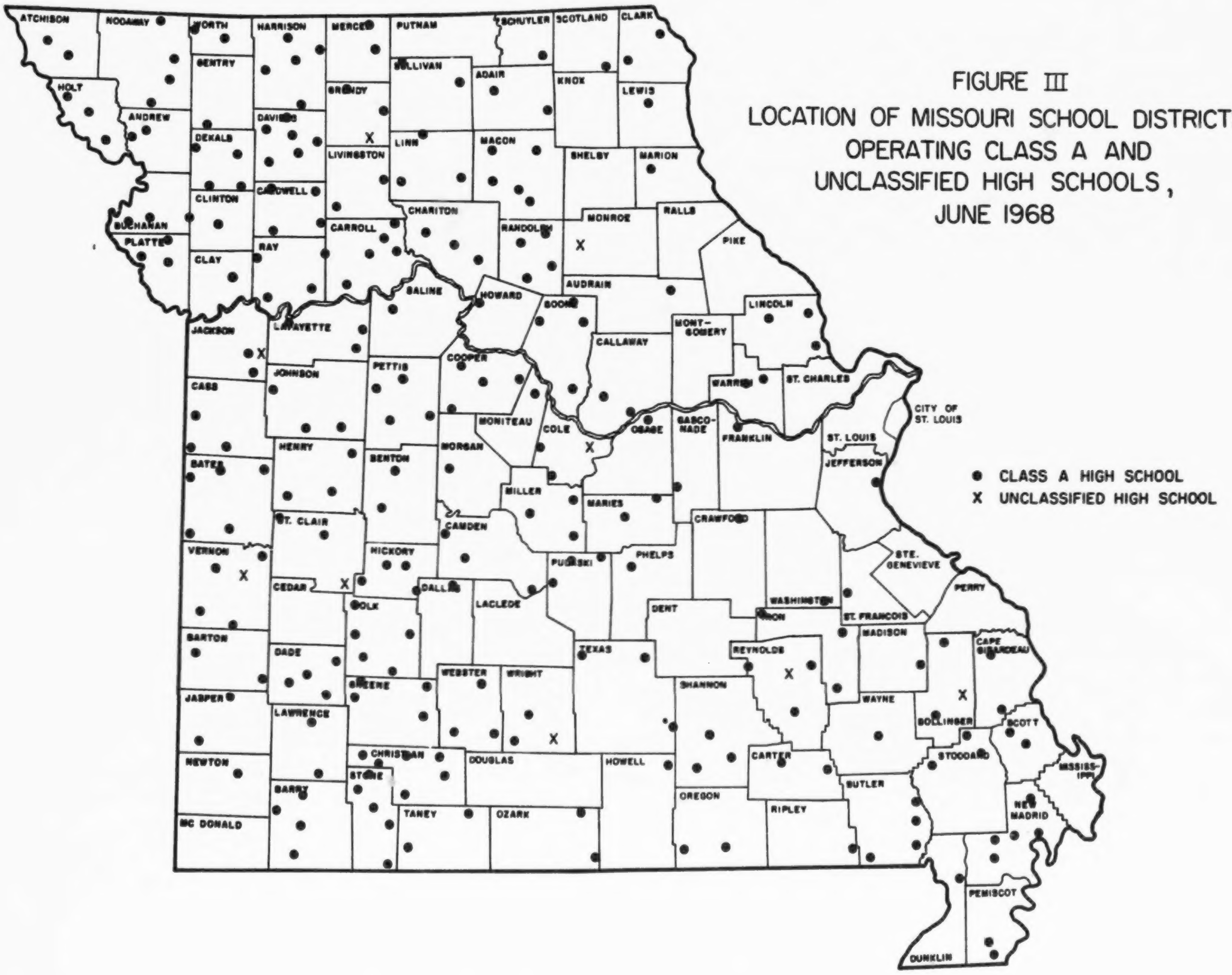
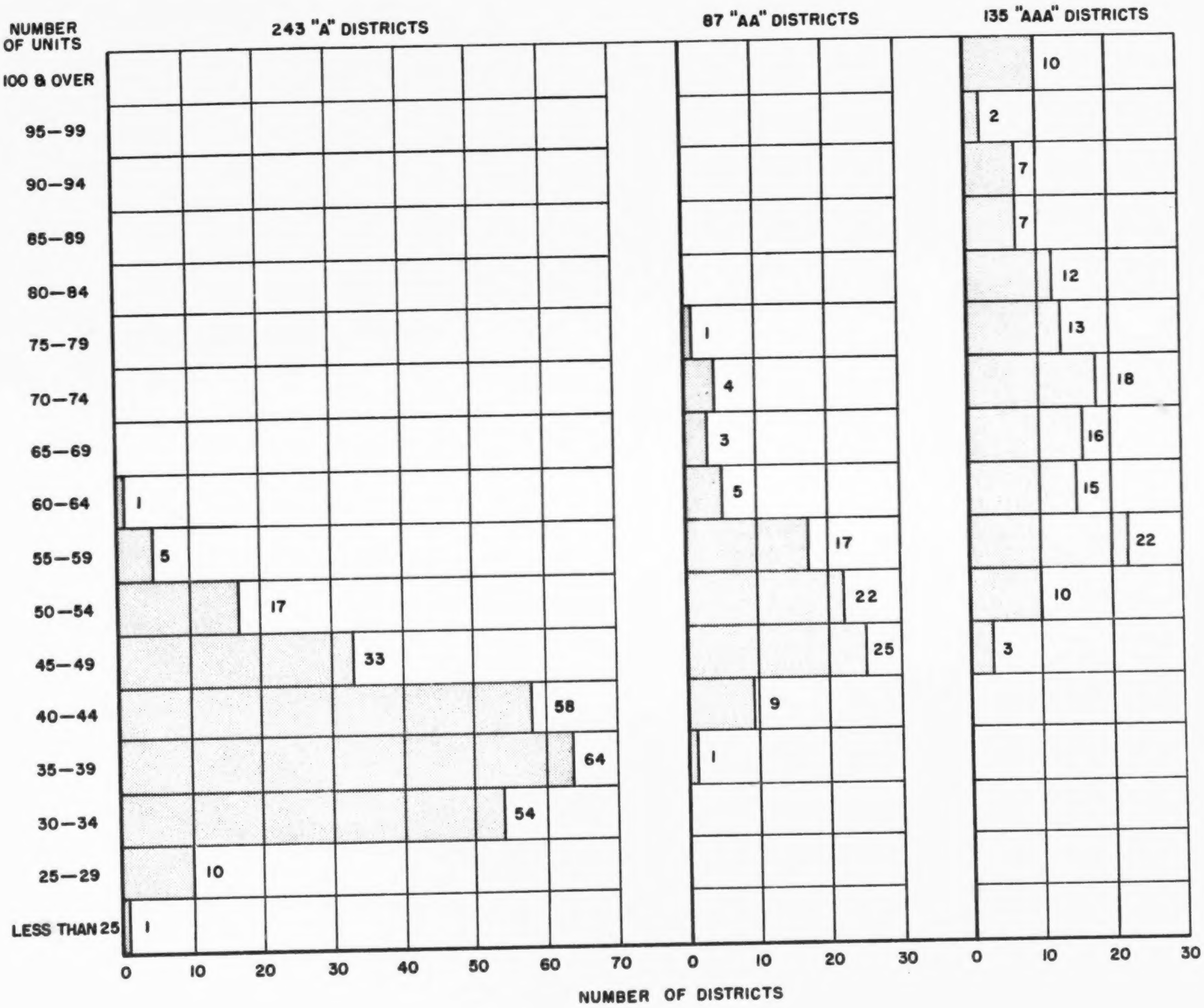


FIGURE IV

UNITS OF CREDIT OFFERED IN HIGH SCHOOLS BY CLASSIFICATION OF SCHOOLS, 1967-68



Substantial differences in the number of units appear in each classification. In the Class A schools, more than half of the districts offer fewer than 40 credits. The largest number of districts (64) offer 35 to 39 units; the range is from less than 25 units to 60-64 units. The range in the Class AA schools is from 35-39 to 75-79 units. More than two-thirds of the schools offered 45 to 59 units of credit. The AAA schools show the greatest range. In ten districts, 100 or more units were offered. In contrast, three districts offered only 45 to 49 credits. The median number of approved units of credit offered by the schools of the three classifications are:

CLASS OF SCHOOL	MEDIAN NUMBER OF UNITS
A	39.4
AA	51.9
AAA	70.4

Thus, the scope of the programs in most high schools is much too limited. The Criteria for School District Organization adopted by the Reorganization Commission recommends a minimum of 50 approved units. More than half (258 of 474) of Missouri school districts fail to offer the recommended minimum program.

The limited secondary school program found in most school districts is due to the small enrollments. For example, in 1966-67 the number of students enrolled in grades 9-12 by districts was as follows:

ENROLLMENT GRADES 9-12	NUMBER OF DISTRICTS
Less than 50	10
50 – 99	76
100 – 249	179
250 – 499	104
500 – 999	57
1,000 – 1,499	18
1,500 – 1,999	7
2,000 and Over	23
TOTAL	474

Thus, in 1966-67, a total of 265 districts enrolled fewer than 250 high school students. In 86 of these districts the enrollment was less than 100 students.

The "Criteria" approved by the School District Reorganization Commission recommend a minimum enrollment of 1,200 pupils in kindergarten through grade 12 in order to implement an acceptable educational program on an economical and effective basis. If pupils are divided equally among all grades, that standard would require a high school (grades 9 through 12) enrollment of 370 students. Approximately two-thirds of the high school districts of Missouri fail to meet that standard of size.

A common measure of adequate school district size is based on the number of high school graduates. Dr. James Conant, as a result of his work with secondary schools, has supported the standard of 100 graduates as the minimum number needed for a comprehensive high school. Missouri school districts fall far short of that standard. The following tabulation shows the number of high school graduates by districts in 1966-67:

NUMBER OF GRADUATES	NUMBER OF DISTRICTS
None or not reporting	3
1 - 9	8
10 - 14	31
15 - 29	93
30 - 49	122
50 or More	217
TOTAL	474

Again, the evidence points to the multitude of districts which are too small to provide a comprehensive educational program. Of the 474 districts, 257 have less than 50 graduates, which is only half of the minimum size recommended by Dr. Conant. Approximately 150 Missouri school districts have graduating classes of 100 or more students.

Attention has been directed to the large number of school districts, their small enrollments, and the limited educational programs and services. There are also severe organizational and instructional problems among the districts with large enrollments. The metropolitan centers at St. Louis and Kansas City and their neighboring suburban districts also face educational problems which may be more difficult to resolve than those in out-state areas.

St. Louis and Kansas City reported elementary and secondary enrollments of 117,333 and 78,420 respectively in the 1967-68 Missouri School Directory. These enrollments included thousands of disadvantaged children from low economic homes who need substantially more instruction and services. The problems of securing adult interest and participation in such large school systems are most acute.

The 26 school districts (including the Special District) of St. Louis County reported a combined kindergarten to twelfth grade enrollment of 186,428 pupils in 1967-68. Although populated largely by persons of higher economic level who have moved from the metropolitan center, they also face major educational problems. Moving from the city to the suburbs has not caused the basic problems to disappear. To a somewhat lesser degree, the same situation exists in the Kansas City suburban area.

Thus, educational problems exist throughout the state. Although they may differ in nature and scope from one area to another, they are serious everywhere. Their solution will require the cooperative effort of all citizens.

POPULATION CHANGES WITHIN THE STATE AFFECT SCHOOL DISTRICT ORGANIZATION

Missouri has experienced substantial population changes, both in the number of inhabitants and in their location within the state. The first enumeration (1830) after becoming a state showed a population of 140,455. The population growth by decades is shown in Table 8.

TABLE 8

POPULATION OF MISSOURI BY DECADES, 1830-1960

Year	Population	Increase Over Previous Census Number	Increase Over Previous Census Per Cent
1830	140,455	--	--
1840	383,702	243,247	173.2
1850	682,044	298,342	77.8
1860	1,182,012	499,968	73.3
1870	1,721,295	539,283	45.6
1880	2,168,380	447,085	26.0
1890	2,679,183	510,805	23.6
1900	3,106,665	427,480	16.0
1910	3,293,335	180,670	6.0
1920	3,404,055	110,720	3.4
1930	3,629,367	225,312	6.6
1940	3,784,664	155,297	4.3
1950	3,954,653	169,989	4.5
1960	4,319,813	365,160	9.2

SOURCE: State of Missouri, OFFICIAL MANUAL FOR THE YEARS 1967-68, p. 1,253.

The state has experienced a substantial growth in every decade. Since 1830, in only four decades has the increase fallen below 200,000 persons. For each of five successive decades the growth exceeded 400,000.

The shift in population from rural to urban areas in recent years is as significant as the growth record and is of special importance to school district organization. Table 9 presents the rural and urban populations by decades since 1830.

TABLE 9

THE RURAL AND URBAN POPULATION OF MISSOURI, 1830-1960

Year	Number of Urban Places	Population		Per Cent of Total	
		Rural	Urban	Rural	Urban
1830	1	135,478	4,977	96.5	3.5
1840	1	367,233	16,469	95.7	4.3
1850	2	601,486	80,558	88.2	11.8
1860	11	978,525	203,487	82.8	17.2
1870	19	1,291,717	429,578	75.0	25.0
1880	26	1,622,387	545,993	74.8	25.2
1890	44	1,822,219	856,966	68.0	32.0
1900	50	1,978,561	1,128,104	63.7	36.3
1910	61	1,899,630	1,393,705	57.7	42.3
1920	63	1,817,152	1,586,903	53.4	46.6
1930	72	1,770,248	1,859,119	48.8	51.2
1940	87	1,823,968	1,960,696	48.2	51.8
1950*	108	1,521,938	2,432,715	38.5	61.5
1960*	145	1,443,256	2,876,557	33.4	66.6

SOURCE: State of Missouri, OFFICIAL MANUAL FOR THE YEARS 1967-68, p. 1,253.

*Based on the current Census Bureau's definition of urban population.

During early statehood, Missouri was predominantly rural. By 1890 almost one-third of the population was classified as urban. The shift from rural to urban has been continuous, so that by 1960 two-thirds of the total population was urban. The number of urban places has also increased each decade, jumping from one to 145 since 1840.

A recent report prepared by the Research Center, School of Business and Public Administration, University of Missouri indicates that the patterns of total growth and urbanization will continue. The projections present these results:[3]

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[3] James R. Pinkerton, Rex R. Campbell, Floyd K. Harmston, PROJECTIONS OF SOCIOECONOMIC DATA TO 1967, 1975, 1990, Research Center, School of Business and Public Administration, University of Missouri, Columbia, 1968, pp. 96-98.

	Population			Per Cent of Total	
Year	State	Rural	Urban	Rural	Urban
1967	4,588,768	1,293,425	3,295,343	28.2	71.8
1975	5,146,287	1,171,989	3,974,298	22.8	77.2
1990	6,186,879	1,005,773	5,181,106	16.3	83.7

The 1967 population represents a growth of more than 260,000 since 1960. The projections show an anticipated growth of over 550,000 from 1967 to 1975, and more than 1,000,000 from 1975 to 1990. The rural population is expected to continue declining, so that by 1990 only 16.3 per cent of the population will be rural.

While the general impact of the growth and shift of population is quite evident, their significance becomes more apparent as changes within the state are examined. Table 10 presents the populations by counties from 1920 to 1960 and indicates the years of highest and lowest population for each county.

TABLE 10

POPULATION OF COUNTIES, 1920-1960

	Population by Years				
County	1920	1930	1940	1950	1960
Adair	21,404*	19,436**	20,246	19,689	20,105
Andrew	14,075*	13,469	13,015	11,727	11,062**
Atchison	13,008	13,421*	12,897	11,127	9,213**
Audrain	20,589**	22,077	22,673	23,829	26,079*
Barry	23,473	22,803	23,546*	21,755	18,921**
Barton	16,879*	14,560	14,148	12,678	11,113**
Bates	23,933*	22,068	19,531	17,534	15,905**
Benton	12,989*	11,708	11,142	9,080	8,737**
Bollinger	13,909*	12,269	12,898	11,019	9,167**
Boone	29,672**	30,995	34,991	48,432	55,202*
Buchanan	93,684	98,633*	94,067	96,826	90,581**
Butler	24,108	23,697**	34,276	37,707*	34,656
Caldwell	13,849*	12,509	11,629	9,209	8,830**
Callaway	23,007	19,923**	23,094	23,316	23,858*
Camden	10,474*	9,142	8,971	7,861**	9,116

TABLE 10 (Continued)

County	Population by Years				
	1920	1930	1940	1950	1960
Cape Girardeau	29,839**	33,203	37,775	38,397	42,020*
Carroll	20,480*	19,940	17,814	15,589	13,847**
Carter	7,482*	5,503	6,226	4,777	3,973**
Cass	21,536	20,962	19,534	19,325**	29,702*
Cedar	13,933*	11,136	11,697	10,663	9,185**
Chariton	21,769*	19,588	18,084	14,944	12,720**
Christian	15,252*	13,169	13,538	12,412	12,359**
Clark	11,874*	10,254	10,166	9,003	8,725**
Clay	20,455**	26,811	30,417	45,221	87,474*
Clinton	14,461*	13,505	13,261	11,726	11,588**
Cole	24,680**	30,848	34,912	35,464	40,761*
Cooper	19,308	19,522*	18,075	16,608	15,448**
Crawford	12,355	11,287**	12,693*	11,615	12,647
Dade	14,173*	11,764	11,248	9,324	7,577**
Dallas	12,033*	10,541	11,523	10,392	9,314**
Daviess	16,641*	14,424	13,398	11,180	9,502**
DeKalb	11,694*	10,270	9,751	8,047	7,226**
Dent	12,318*	10,974	11,763	10,936	10,445**
Douglas	15,436	13,959	15,600*	12,638	9,653**
Dunklin	32,773**	35,799	44,957	45,329*	39,139
Franklin	28,427**	30,519	33,868	36,046	44,566*
Gasconade	12,381*	12,172**	12,414	12,342	12,195
Gentry	15,634*	14,348	13,359	11,036	8,793**
Greene	68,698**	82,929	90,541	104,823	126,276*
Grundy	17,554*	16,135	15,716	13,220	12,220**
Harrison	19,719*	17,233	16,525	14,107	11,603**
Henry	25,116*	22,931	22,313	20,043	19,226**
Hickory	7,033*	6,430	6,506	5,387	4,516**
Holt	14,084*	12,720	12,476	9,833	7,885**
Howard	13,997*	13,490	13,026	11,857	10,859**
Howell	21,102	19,672**	22,270	22,725*	22,027
Iron	9,458	9,642	10,440*	9,458	8,041**
Jackson	367,846**	470,454	477,828	541,035	622,732*
Jasper	75,941	73,810**	78,705	79,106*	78,863
Jefferson	26,555**	27,563	32,023	38,007	66,377*
Johnson	24,899	22,413	21,617	20,716**	28,981*
Knox	10,783*	9,658	8,878	7,617	6,558**
Laclede	16,857	16,320**	18,718	19,010*	18,991
Lafayette	30,006*	29,259	27,856	25,272**	25,274
Lawrence	24,211	23,774	24,637*	23,420	23,260**

TABLE 10 (Continued)

County	Population by Years				
	1920	1930	1940	1950	1960
Lewis	13,465*	12,093	11,490	10,733**	10,984
Lincoln	15,956*	13,929	14,395	13,478**	14,783
Linn	24,778*	23,339	21,416	18,865	16,815**
Livingston	18,857*	18,615	18,000	16,532	15,771**
McDonald	14,690	13,936	15,749*	14,144	11,798**
Macon	27,518*	23,070	21,396	18,332	16,473**
Madison	10,721*	9,418	9,656	10,380	9,366**
Maries	9,500*	8,368	8,638	7,423	7,282**
Marion	30,226	33,493*	31,576	29,765	29,552**
Mercer	11,281*	9,350	8,766	7,235	5,750**
Miller	15,567	16,728*	14,798	13,734**	13,800
Mississippi	12,860**	15,762	23,149*	22,551	20,695
Moniteau	13,532*	12,173	11,775	10,840	10,500**
Monroe	16,414*	13,466	13,195	11,314	10,688**
Montgomery	15,233*	13,011	12,442	11,555	11,097**
Morgan	12,015*	10,968	11,140	10,207	9,476**
New Madrid	25,180**	30,262	39,787*	39,444	31,350
Newton	24,886**	26,959	29,039	28,240	30,093*
Nodaway	27,741*	26,371	25,556	24,033	22,215**
Oregon	12,889	12,220	13,390*	11,978	9,845**
Osage	13,559*	12,462	12,375	11,301	10,867**
Ozark	11,125*	9,537	10,766	8,856	6,744**
Pemiscot	26,634**	37,284	46,857*	45,624	38,095
Perry	14,434	13,707**	15,358*	14,890	14,642
Pettis	35,813*	34,664	33,336	31,577**	35,120
Phelps	14,941**	15,308	17,437	21,504	25,396*
Pike	20,345*	18,001	18,327	16,844	16,706**
Platte	13,996	13,819**	13,862	14,973	23,350*
Polk	20,351*	17,803	17,400	16,062	13,753**
Pulaski	10,490	10,755	10,775	10,392**	46,567*
Putnam	13,115*	11,503	11,327	9,166	6,999**
Ralls	10,412	10,704*	10,040	8,686	8,078**
Randolph	27,633*	26,431	24,458	22,918	22,014**
Ray	20,508*	19,846	18,584	15,932**	16,075
Reynolds	10,106*	8,923	9,370	6,918	5,161**
Ripley	12,061	11,176	12,606*	11,414	9,096**
St. Charles	22,828**	24,354	25,562	29,834	52,970*
St. Clair	15,341*	13,289	13,146	10,482	8,421**
St. Francois	31,403**	35,832	35,950*	35,276	36,516
Ste. Genevieve	9,809**	10,097	10,905	11,237	12,116*

TABLE 10 (Continued)

County	Population by Years				
	1920	1930	1940	1950	1960
St. Louis	100,737**	211,593	274,230	406,349	703,532*
Saline	28,826	30,598*	29,416	26,694	25,148**
Schuyler	8,383*	6,951	6,627	5,760	5,052**
Scotland	10,700*	8,853	8,557	7,332	6,484**
Scott	23,409**	24,913	30,377	32,842*	32,748
Shannon	11,865*	10,894	11,831	8,377	7,087**
Shelby	13,617*	11,985	11,224	9,730	9,063**
Stoddard	29,755	27,452**	33,009	33,463*	29,490
Stone	11,941*	11,614	11,298	9,748	8,176**
Sullivan	17,781*	15,212	13,701	11,299	8,783**
Taney	8,178**	8,867	10,323*	9,863	10,238
Texas	20,548*	18,580	19,813	18,992	17,758**
Vernon	26,069*	25,031	25,586	22,685	20,540**
Warren	8,490	8,082	7,734	7,666**	8,750*
Washington	13,803**	14,450	17,492*	14,689	14,346
Wayne	13,012*	12,243	12,794	10,514	8,638**
Webster	16,609	16,148	17,226*	15,072	13,753**
Worth	7,642*	6,535	6,345	5,120	3,936**
Wright	17,733	16,741	17,967*	15,834	14,183**
City – St. Louis	772,897	821,960	816,048	856,796*	750,026**
Number of Counties Recording Their Peak Population	63	7	17	8	20
Number of Counties Recording Their Smallest Population	22	11	0	11	71

SOURCE: Compiled from United States Census Reports.

*Peak population during the 1920 to 1960 period.

**Smallest population during the 1920 to 1960 period.

The counties show widely divergent patterns of population change during the period from 1920 to 1960. In 1920 a total of 63 counties recorded their peak population and 22 counties showed their lowest population for the entire period. In contrast, the lowest population was reached in 1960 by 71 counties, despite the fact that the population of the state increased by 915,000 persons during the 1920 to 1960 period. At the same time that the 71 counties reached their low point, 20 counties established their peak enrollment. A total of 55 counties suffered a population loss during each decade from 1920 to 1960; on the other hand, nine counties gained population during each decade during the same period.

The concentration of population is illustrated by the fact that in 1960 more than 40 per cent of people in the state lived in the city of St. Louis, St. Louis County, and Jackson County. The concentration of growth is even more striking. Six counties (Clay, Greene, Jackson, Jefferson, St. Charles, and St. Louis) gained 1,052,000 inhabitants from 1920 to 1960. Since the total growth for the entire state was only 915,000, it means that the rest of the state experienced a net loss of over 100,000 persons during that period. Eighty of the 114 counties each had fewer inhabitants in 1960 than in 1920.

Although no federal census has been taken since 1960, current estimates and projections provide data relating to recent and anticipated population changes. Figure V presents the 1960 population and the 1967 estimated population for each county. The estimated populations have been taken from the publication, PROJECTIONS OF SOCIO-ECONOMIC DATA TO 1967, 1975, 1990.

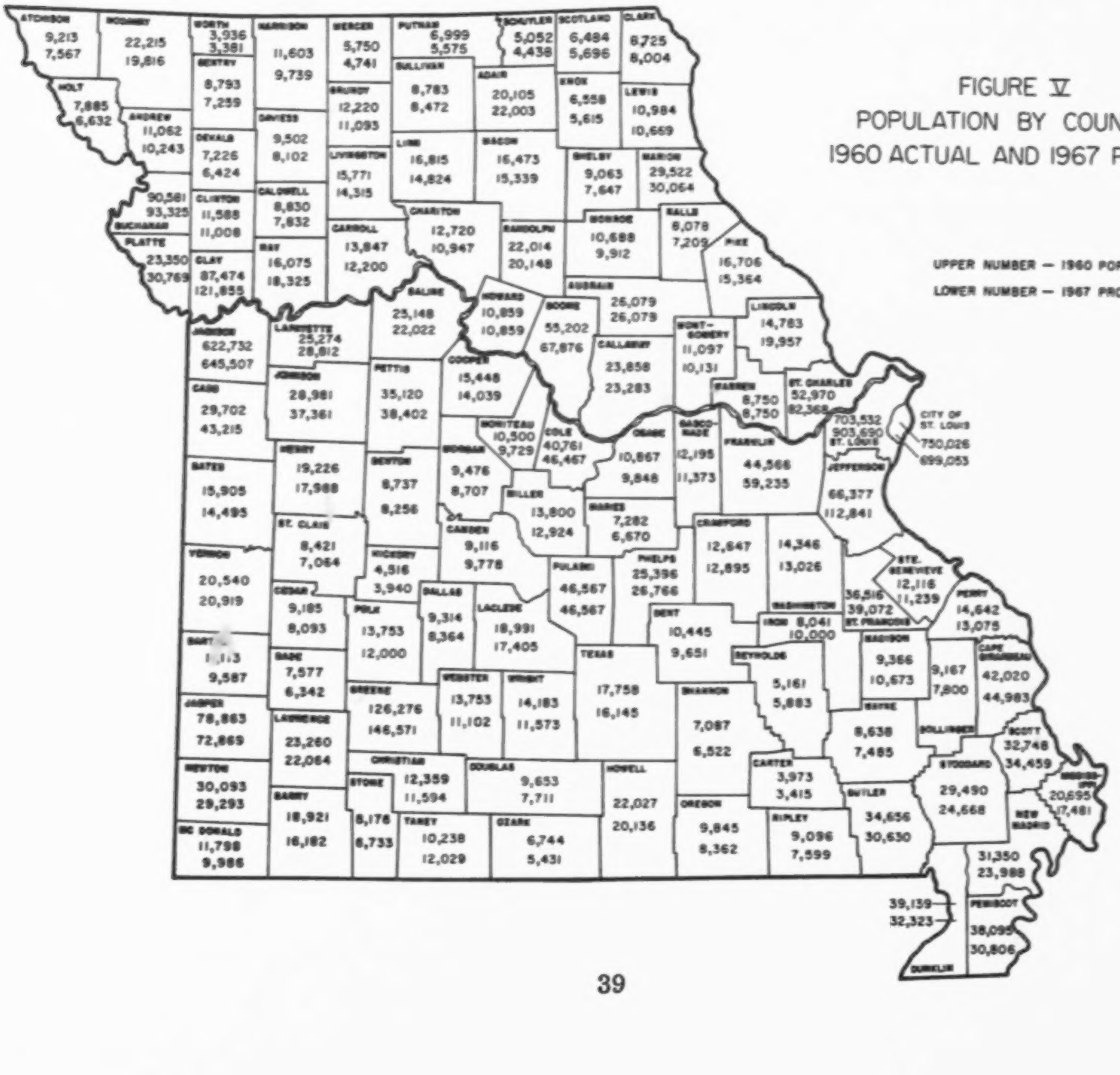


FIGURE V
POPULATION BY COUNTIES,
1960 ACTUAL AND 1967 PROJECTED

It has already been pointed out that the 1967 estimated population of Missouri is 260,000 more than in 1960. However, for 81 counties the 1967 estimated population is less than it was in 1960. As in the previous decade, the most recent population growth was concentrated in a relatively few counties. For example, the combined growth for six counties was estimated at 350,000, which means that the rest of the state lost approximately 90,000 in population. In fact, one county (St. Louis) accounted for a gain of 200,000 leaving a net gain of approximately 60,000 for the rest of the state.

Figure VI shows the 1967 estimated and the 1975 projected populations by counties. Both sets of populations have been taken from the publication, PROJECTIONS OF SOCIOECONOMIC DATA TO 1967, 1975, 1990. The net change in any county can be readily determined by inspection.

Although the 1975 population of the state is estimated at 750,000 more than in 1967, it is anticipated that 79 counties will experience a population decline. Each of these 79 counties also suffered a loss in the 1960 to 1967 period. The same six counties which grew by 350,000 persons from 1960 to 1967 have a projected growth of an additional 714,000 by 1975. Three counties (Clay, Jefferson, and St. Louis) are expected to increase by 600,000 from 1967 to 1975.

These statewide and county population changes are of tremendous importance to school district organization. Schools were first established to serve a rural population and a rural economy. With the great growth in population and the shift from a heavily rural to a strong urban population, changes in educational programs and district organization became inevitable. Many such changes have occurred and many others will be needed.

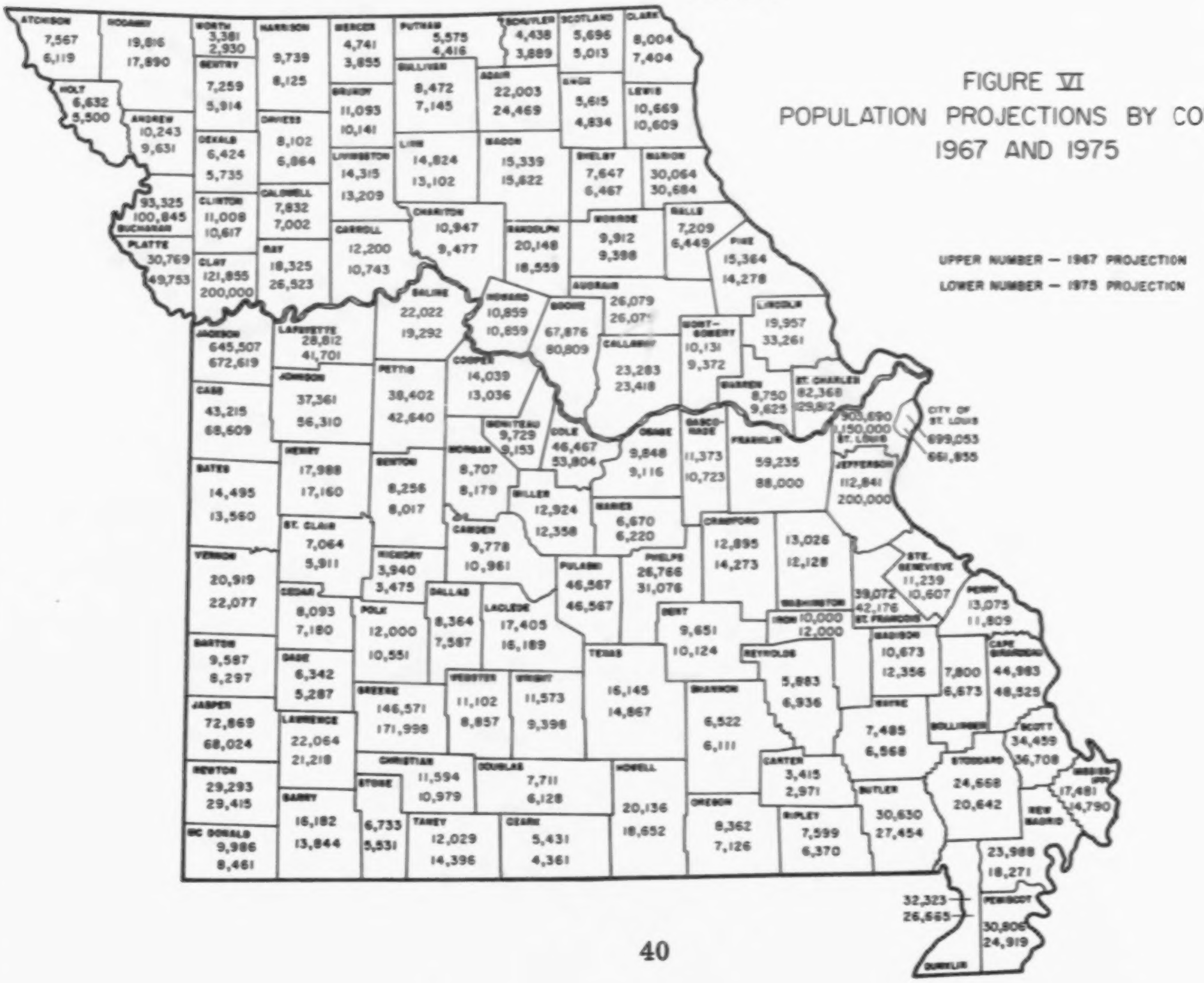


FIGURE VI
POPULATION PROJECTIONS BY COUNTIES, 1967 AND 1975

BIRTH TRENDS HAVE MAJOR IMPACT UPON THE NEED FOR SCHOOLS

The wide differences in population changes among the counties is not the only factor which needs to be considered in determining the most effective plan of school district organization. Closely related to the population trends are the fluctuation in the number of births from year to year and the variation from county to county.

Table 11 presents the birth data for the United States and Missouri by years since 1940. The general patterns of change in the number of births are similar for the state and the nation. Both show substantial increases beginning in 1946 and culminating with record numbers during the 1956 to 1961 period. Births in Missouri reached a peak in 1959 as contrasted to 1961 for the United States. Both the state and the nation have experienced declines each year after establishing their record highs. Although the same broad changes in the number of births are apparent, there are significant differences between the state and the nation. For example, from 1940 to the peak year, births in the United States increased by 81 per cent as constrasted to 60 per cent for Missouri. The decline in births from the peak year to 1967 has been more severe in the state (24 per cent) than in the nation (17 per cent). There is a significant difference in the level of births in 1967 as contrasted to 1940. Despite the general decline in the number of births during recent years, the 1967 births for the nation are practically 50 per cent higher than in 1940 while for Missouri the increase is only 21 per cent. These comparisons lead to the conclusion that Missouri has not kept pace with the nation in maintaining birth levels.

Recent available data point to the conclusion that the period of declining births may be nearing an end. The birth trend in Missouri has reflected the pattern of national births. For the United States, the number of annual births jumped from 2,735,000 in 1945 to 3,288,000 and 3,700,000 respectively in the next two years. A peak of 4,282,081 births was reached in 1961. Declining births during each of the next six years dropped the

TABLE 11

RESIDENT LIVE BIRTHS IN UNITED STATES AND MISSOURI, 1940-1967

Year	Number of Births	
	United States	Missouri
1940	2,360,399	61,479
1941	2,513,427	65,218
1942	2,808,996	70,711
1943	2,934,860	72,458
1944	2,794,800	67,990
1945	2,735,456	65,659
1946	3,288,672	80,684
1947	3,699,940	90,060
1948	3,535,068	85,258
1949	3,559,529	85,302
1950	3,554,147	85,704
1951	3,750,850	89,977
1952	3,846,986	90,118
1953	3,902,120	91,447
1954	4,107,362	93,453
1955	4,047,295	93,797
1956	4,163,090	96,099
1957	4,254,008	97,161
1958	4,204,759	96,721
1959	4,244,796	98,537
1960	4,257,850	97,723
1961	4,282,081	97,321
1962	4,167,281	93,879
1963	4,098,020	90,363
1964	4,027,490	88,335
1965	3,760,358	81,216
1966	3,606,274	77,946
1967	3,533,000*	74,501

SOURCE:
United States Bureau of Vital Statistics and Missouri Division of Health, Bureau of Statistical Services.

*Provisional figure.

number to 3,533,000 in 1967. However, the children born during the "Baby boom" which began in 1946 are now approaching the marriage age. The number of females in the population in the prime years of fertility (20 to 29) remained fairly constant during the 1950's. That number will be 39 per cent more by 1970 and 63 per cent more by 1975 than it was in 1960. If current conditions continue, it is estimated that annual births may reach 4,724,000 by 1970, exceed 5,400,000 by 1975, and top 6,000,000 by 1980. Missouri will no doubt experience proportionately increased births along with the projected population explosion in the nation.

The differences in birth trends among the counties are more striking than the fluctuation in annual births for the state as a whole. Table 12 presents the birth data by counties at five-year intervals from 1940 to 1960 and for each of the last eight years.

TABLE 12

RESIDENT LIVE BIRTHS IN MISSOURI BY COUNTIES FOR SELECTED YEARS, 1940-1967

County	Number of Births											
	1940	1945	1950	1955	1960	1961	1962	1963	1964	1965	1966	1967
Adair	321	327	430	404	439	444	450	432	423	334	307	333
Andrew	166	137	175	190	194	189	174	166	191	163	161	155
Atchison	211	192	220	192	128	174	133	146	151	111	117	142
Audrain	420	389	421	582	573	567	527	562	520	469	428	389
Barry	384	385	415	306	352	367	346	292	289	274	246	240
Barton	213	184	210	188	157	164	174	164	154	119	99	111
Bates	290	237	323	284	259	252	281	255	222	239	201	231
Benton	177	132	149	123	118	135	122	124	142	103	112	102
Bollinger	193	154	182	186	134	177	147	136	151	127	112	101
Boone	609	537	948	1,021	1,411	1,387	1,428	1,484	1,469	1,308	1,294	1,285
Buchanan	1,337	1,475	1,865	1,858	1,972	1,974	2,002	1,923	1,777	1,725	1,560	1,431
Butler	793	779	939	750	672	768	694	656	636	526	492	471
Caldwell	158	161	157	161	136	132	136	98	109	119	105	79
Callaway	335	286	411	395	393	437	426	427	399	375	345	355
Camden	180	138	144	140	124	150	135	132	142	124	115	123
Cape Girardeau	638	734	840	883	843	853	858	872	789	712	663	663
Carroll	317	229	299	231	250	220	205	203	200	179	188	163
Carter	144	96	113	72	78	86	73	57	62	56	67	51
Cass	259	293	347	524	660	583	540	641	629	703	650	569
Cedar	174	140	179	150	163	158	161	139	147	127	112	126
Chariton	328	299	254	217	227	189	194	165	180	140	142	132
Christian	245	196	237	201	235	222	210	222	208	180	202	181
Clark	167	141	184	172	166	179	162	172	159	127	146	108
Clay	429	641	1,051	1,760	2,206	2,225	2,188	2,075	2,057	2,051	2,081	1,932
Clinton	199	150	212	229	200	215	185	160	183	160	144	158
Cole	507	488	720	810	847	900	867	824	798	791	779	694
Cooper	291	238	318	301	309	279	284	271	257	243	208	195
Crawford	211	154	254	224	248	254	233	270	247	242	228	246
Dade	139	99	153	115	114	111	96	93	104	73	68	57
Dallas	183	153	180	128	122	124	141	122	99	100	90	109

TABLE 12 (Continued)

County	Number of Births											
	1940	1945	1950	1955	1960	1961	1962	1963	1964	1965	1966	1967
Daviess	162	153	162	134	110	139	150	116	124	114	117	92
DeKalb	140	124	140	139	120	110	108	78	80	89	83	88
Dent	221	178	206	217	179	224	187	155	168	150	153	149
Douglas	321	228	244	168	174	153	160	146	131	124	111	115
Dunklin	920	968	1,103	993	882	940	799	823	774	624	571	539
Franklin	598	598	820	931	1,103	1,143	1,085	1,064	1,130	1,051	1,070	948
Gasconade	171	184	226	232	212	212	214	183	173	156	156	147
Gentry	175	146	206	142	138	156	148	115	133	117	113	116
Greene	1,481	1,743	2,329	2,283	2,685	2,695	2,567	2,533	2,504	2,383	2,338	2,222
Grundy	267	217	254	179	205	195	204	179	180	171	129	123
Harrison	297	207	234	231	193	195	187	144	152	118	129	126
Henry	412	298	339	317	339	325	336	345	306	296	269	243
Hickory	99	71	94	74	69	51	52	49	34	50	38	31
Holt	203	155	168	155	129	115	126	93	94	104	83	75
Howard	190	184	201	207	206	206	230	183	170	165	133	127
Howell	458	380	549	411	441	435	443	401	369	340	312	303
Iron	231	180	189	176	159	159	149	142	151	125	149	134
Jackson	7,103	8,668	12,323	15,004	16,006	15,720	15,143	14,361	13,877	13,000	12,292	11,531
Jasper	1,418	1,589	1,675	1,614	1,594	1,613	1,538	1,442	1,474	1,261	1,256	1,267
Jefferson	557	499	881	1,230	1,698	1,737	1,738	1,850	1,844	1,710	1,682	1,817
Johnson	298	317	341	507	500	549	515	467	491	381	338	373
Knox	124	87	133	135	135	113	101	98	116	77	82	80
Laclede	354	353	403	396	381	395	380	425	344	288	234	322
Lafayette	503	436	474	499	458	477	459	423	393	358	375	361
Lawrence	366	350	428	359	382	395	401	418	415	347	326	309
Lewis	174	160	205	189	223	222	226	202	180	159	166	145
Lincoln	258	212	230	270	279	318	309	310	282	267	331	262
Linn	322	333	310	290	282	245	241	223	174	169	167	171
Livingston	268	256	300	308	272	300	282	291	277	273	229	251
McDonald	295	288	268	185	215	197	194	201	195	192	157	158

TABLE 12 (Continued)

County	Number of Births											
	1940	1945	1950	1955	1960	1961	1962	1963	1964	1965	1966	1967
Macon	298	242	305	250	276	268	249	242	204	175	199	188
Madison	203	217	222	229	171	194	163	136	149	113	113	139
Maries	149	119	161	132	149	116	128	136	111	85	92	98
Marion	484	510	598	635	602	647	585	546	550	500	414	388
Mercer	125	94	121	103	68	90	64	70	51	57	47	35
Miller	293	187	285	258	299	307	282	274	258	222	227	207
Mississippi	583	579	677	605	546	561	527	503	535	419	397	375
Moniteau	191	173	195	206	190	186	186	203	184	162	147	154
Monroe	223	156	186	222	215	209	180	170	137	126	133	116
Montgomery	228	148	220	221	228	220	209	207	199	170	176	148
Morgan	178	154	148	159	144	167	141	146	123	110	119	104
New Madrid	936	894	1,063	968	892	806	769	668	684	536	495	448
Newton	548	631	540	582	602	583	612	511	515	503	487	425
Nodaway	385	349	538	463	401	404	407	401	400	374	332	327
Oregon	255	215	209	145	156	152	135	150	140	111	106	112
Osage	220	198	248	237	256	226	238	232	223	197	190	198
Ozark	269	160	185	133	116	109	81	91	85	91	76	73
Pemiscot	1,047	981	1,190	1,070	1,045	1,004	1,014	887	901	721	614	542
Perry	314	284	378	346	325	317	375	306	298	269	257	229
Pettis	497	530	598	729	756	793	725	662	613	500	509	465
Phelps	340	366	453	537	600	604	618	546	518	451	429	411
Pike	263	260	317	350	384	379	332	331	325	277	312	262
Platte	224	188	294	446	538	585	550	523	514	506	484	496
Polk	271	214	259	202	204	188	188	197	162	158	153	171
Pulaski	229	275	255	331	498	542	500	441	480	331	332	268
Putnam	223	154	159	140	115	117	113	114	94	83	70	79
Ralls	132	123	147	151	98	147	158	145	115	118	106	95
Randolph	303	326	431	413	407	435	387	384	356	301	329	318
Ray	268	216	230	259	275	354	306	276	255	225	215	226
Reynolds	192	128	142	99	85	91	74	92	67	69	71	84

TABLE 12 (Continued)

County	Number of Births											
	1940	1945	1950	1955	1960	1961	1962	1963	1964	1965	1966	1967
Ripley	259	200	239	178	168	158	149	140	143	113	116	100
St. Charles	388	491	820	1,006	1,760	1,770	1,774	1,859	1,840	1,669	1,757	1,772
St. Clair	215	139	159	131	117	115	127	108	118	95	90	62
St. Francois	693	602	751	793	707	728	688	631	654	549	548	553
Ste. Genevieve	206	213	287	282	313	300	272	262	269	204	217	186
St. Louis	4,261	5,942	9,541	14,016	16,403	16,421	16,141	15,879	16,044	15,159	14,914	14,587
Saline	439	393	462	401	447	445	452	416	405	349	332	369
Schuyler	110	87	101	87	78	97	83	74	74	58	55	59
Scotland	140	91	118	107	118	105	99	82	99	74	90	72
Scott	631	682	853	824	829	839	794	806	804	679	628	584
Shannon	264	155	163	134	144	152	155	173	144	114	117	114
Shelby	171	149	176	161	155	146	156	133	136	114	122	115
Stoddard	731	753	731	671	632	630	641	524	506	416	369	381
Stone	200	181	198	157	151	183	169	172	141	146	119	128
Sullivan	258	194	197	143	131	114	126	119	91	90	97	79
Taney	210	137	182	196	181	176	183	185	159	127	141	121
Texas	409	341	362	342	351	398	346	349	316	258	227	249
Vernon	306	325	332	252	280	315	285	293	250	242	202	215
Warren	82	88	126	151	151	168	185	160	167	152	123	141
Washington	343	277	370	364	352	337	342	318	323	292	311	270
Wayne	277	177	199	142	140	158	147	150	183	128	139	112
Webster	330	291	302	251	293	276	263	265	265	253	212	195
Worth	107	91	97	71	56	67	58	50	62	39	43	31
Wright	293	285	316	271	284	254	279	210	223	174	190	197
City -- St. Louis	11,827	15,247	19,993	21,273	19,342	18,539	17,325	16,670	15,994	15,103	14,053	13,071

SOURCE: Missouri State Division of Health, Bureau of Statistical Services.

Each county shows its own unique birth pattern. While there are similarities among certain counties, no two are identical. Although the peak birth year varies from county to county, all counties have receded in the last few years from their record high. Although the state births in 1967 were 21 per cent higher than in 1940, 92 counties recorded fewer births in 1967 than in 1940. Some counties experienced drastic changes. Among the counties suffering substantial declines in 1967 from their peak year are:

Carter	– 144 to 51
Chariton	– 328 to 132
Dade	– 153 to 57
Douglas	– 321 to 115
Harrison	– 297 to 126
Hickory	– 99 to 31
Holt	– 203 to 75
Mercer	– 125 to 35
Ozark	– 269 to 73
Putnam	– 223 to 79
Reynolds	– 192 to 84
St. Clair	– 215 to 62
Shannon	– 264 to 114
Sullivan	– 258 to 79
Wayne	– 277 to 112
Worth	– 107 to 31

In contrast, some counties had substantially more births in 1967 than in 1940, although 1967 was not their peak year. Among the counties making the greatest gains from 1940 to 1967 are:

Boone	– 609 to 1,285
Cass	– 259 to 569
Clay	– 429 to 1,932
Franklin	– 598 to 948
Greene	– 1,481 to 2,222
Jackson	– 7,103 to 11,531
Jefferson	– 557 to 1,817
Platte	– 224 to 496
St. Charles	– 388 to 1,772
St. Louis	– 4,261 to 14,587

It is unnecessary to describe the changes in each county as an inspection of Table 12 will yield a ready comparison.

The listing of births by counties does not readily reveal the areas of the state which are experiencing these diverse birth trends. Figure VII has been prepared to aid in locating the major change areas. The number of births which occurred in 1951, 1959, and 1967 are recorded for each county. In interpreting the record for any county it is useful to contrast it with the state births for those years: 1951 – 89,977, 1959 – 98,537, and 1967 – 74,501.

In general, the counties including or being adjacent to a major city have held the number of births at a relatively stable level. It is rather surprising to note that the 1967 births in the city of St. Louis were 7,000 less than in either 1959 or 1951.

Many of the rural counties have experienced drastic reductions in the number of births. The group of counties in the northern area of the state shows such drastic reductions in births during the last 16 years as follows:

Daviess	182 –	131 –	92
Gentry	207 –	138 –	116
Grundy	261 –	180 –	123
Harrison	274 –	217 –	126
Mercer	125 –	93 –	35
Putnam	175 –	108 –	79
Schuyler	93 –	97 –	59
Sullivan	202 –	146 –	79
Worth	99 –	60 –	31

These nine counties show a total of 1,618 births in 1951, a drop to 1,170 births eight years later, and a further decline to 740 in 1967. Similar reductions in the number of births are apparent among the rural counties in other sections of the state.

The contrasting trends in births within the state have definite implications for future school district organization. Many existing school districts are facing severe enrollment reductions in the future. As a result, it will be necessary to increase the area of school districts substantially in order to have enrollments large enough to offer comprehensive educational programs. Although it is expected that Missouri will share in the anticipated bulge in births during the coming years, most of the increase will be concentrated in the urban areas of the state.

Thus, future school district organization must be geared to declining populations and fewer births in the rural areas and heavy concentrations of both in the urban sections. Thus, the educational problems which are already serious due to these diverse conditions will no doubt be aggravated in the future.

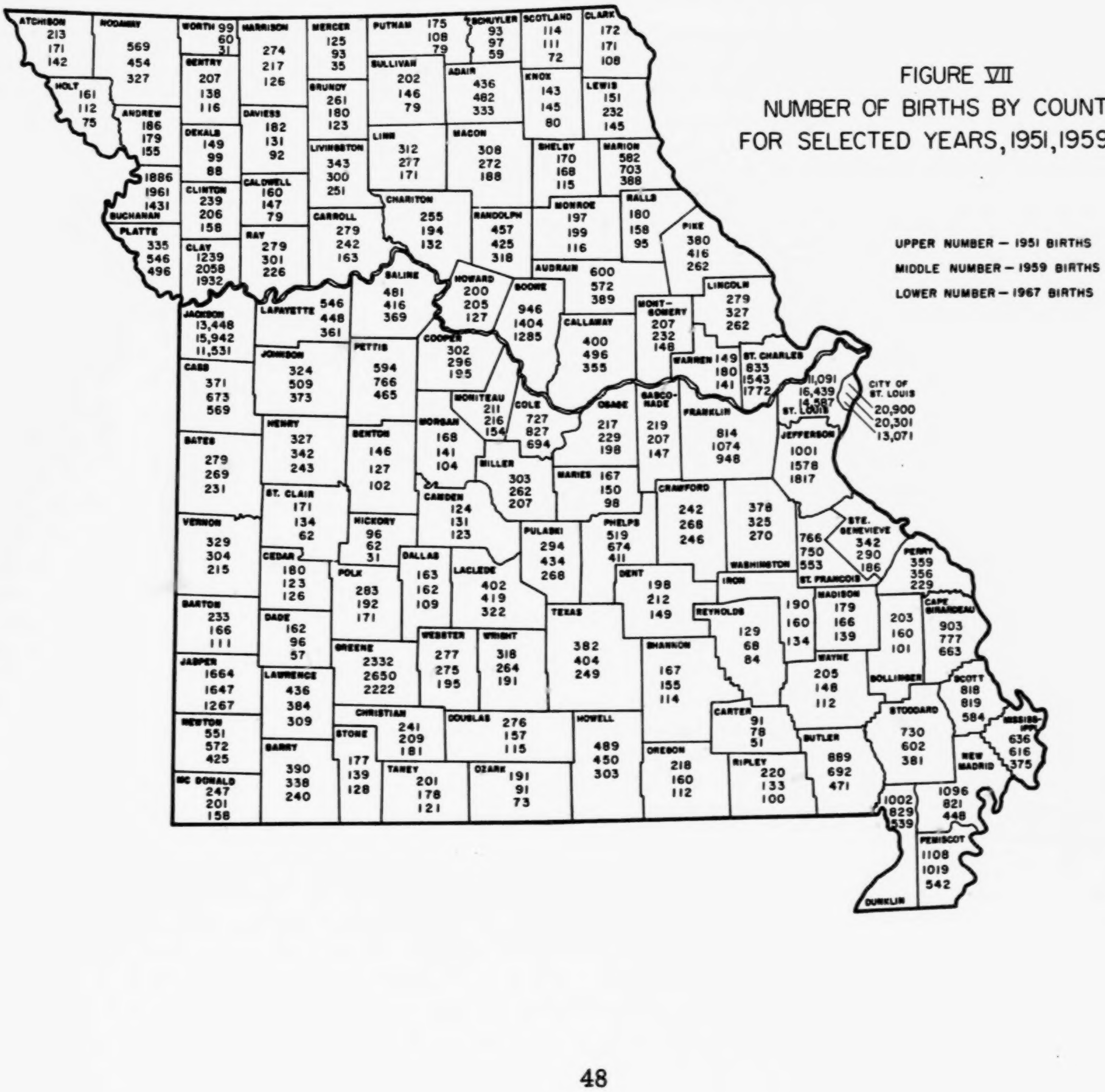
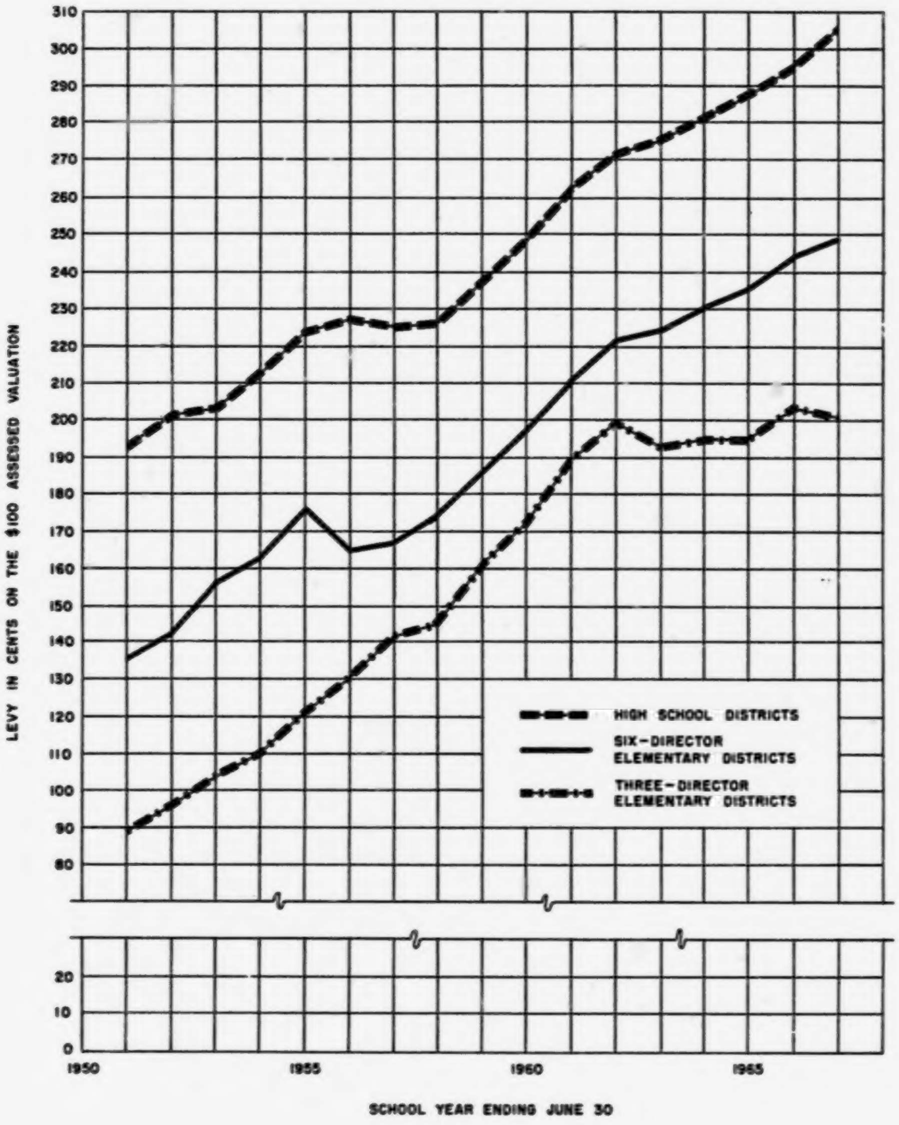


FIGURE VII
NUMBER OF BIRTHS BY COUNTIES
FOR SELECTED YEARS, 1951, 1959, 1967

SUBSTANTIAL INEQUITIES IN SCHOOL SUPPORT AND RESOURCES RESULT FROM PRESENT SCHOOL DISTRICT ORGANIZATION

School districts of all types have been experiencing substantial increases in their tax levies during recent years as school costs have been rising. Figure VIII pictures those increases since 1951 for the three types of Missouri school districts. In the last 16 years, the average tax levy for three-director elementary school districts has grown from 89 cents to $2.01, for six-director elementary school districts from $1.35 to $2.48, and for high school districts from $1.93 to $3.05. Thus, the increases during that period have been practically identical ($1.12, $1.13, and $1.12 respectively) for the three types of districts. However, there are substantial school tax advantages for property located in elementary rather than in high school districts. In 1967, the average school tax rate in high school districts was 23 per cent higher than for six-director elementary school districts and 51 per cent higher than for three-director elementary school districts. Differences also exist between the two types of elementary school districts, the 1967 average tax rate in the six-director districts was 23 per cent more than in the three-director districts.

FIGURE VIII
AVERAGE SCHOOL TAX LEVY PER HUNDRED DOLLARS OF ASSESSED VALUATION BY SCHOOL DISTRICTS OF EACH TYPE



The differences in average tax levies for the three types of school districts are much less than the differences existing among the districts in each category. Table 13 shows the distribution of school districts of each type on the basis of their 1967-68 school tax rates.

TABLE 13

THE 1967-68 SCHOOL TAX LEVIES FOR DISTRICTS EXISTING ON JULY 1, 1968

Total Levy Per $100 of Assessed Valuation	Number of School Districts by Category		Total Number of Districts
	Elementary School Districts	High School Districts	
$0.00 - $0.24	7	--	7
0.25 - 0.49	1	--	1
0.50 - 0.74	4	--	4
0.75 - 0.99	1	--	1
1.00 - 1.24	16	--	16
1.25 - 1.49	17	--	17
1.50 - 1.74	25	1	26
1.75 - 1.99	34	4	38
2.00 - 2.24	49	9	58
2.25 - 2.49	18	21	39
2.50 - 2.74	34	50	84
2.75 - 2.99	38	81	119
3.00 - 3.24	24	88	112
3.25 - 3.49	17	106	123
3.50 - 3.74	13	54	67
3.75 - 3.99	6	20	26
4.00 - 4.24	4	16	20
4.25 - 4.49	2	17	19
4.50 - 4.74	2	4	6
4.75 - 4.99	--	3	3
Total Number of Districts	312	474	786

The districts have been grouped into two categories in Table 13. The 474 districts operating elementary and secondary schools comprise one category and all others are combined into elementary school districts. The elementary school districts include six-director and three-director districts; some of these districts do not operate any schools.

The school tax levies for elementary school districts range from less than 25 cents to more than $4.50. Thirteen of the 312 districts enjoyed tax rates of less than $1 and an additional 92 districts had rates of $1 to $1.99. In eight districts the rate was $4 or more. Although not shown in Table 13, separate tabulations were made for the six-director districts, the three-director operating districts, and the three-director closed districts. Twelve of the 13 districts with school tax rates of less than $1 were three-director closed districts. The median school tax rates for the three groups were $1.78 for three-director closed districts, $2.40 for three-director operating districts, and $2.65 for six-director districts.

The school tax rates in the high school districts had a smaller range and were generally higher than in the elementary school districts. No high school district had a rate of less than $1.50 as contrasted to 46 elementary school districts with such rates. Only 35 high school districts had rates of less than $2.50. Sixty high school districts, as contrasted to 14 elementary school districts, had school tax rates of $3.75 or more. The median school tax rates were $2.28 for elementary school districts and $3.20 for high school districts. It is evident that property is taxed at substantially different rates depending upon the district in which it is located.

The school tax rates levied in the various districts depend upon the number of pupils being educated, the amount of property valuation, and the nature of the educational program desired by the citizens. Some districts are much more able than others to support an educational program. A measure of that ability is the amount of assessed valuation per resident pupil.

Table 14 presents a comparison of the assessed valuation per resident pupil in grades 1-12 which can be taxed for the support of the public school system. In making the computations, all pupils in grades 1-12 who lived in the district were included. Thus, high school students were included in the elementary school district in which they lived rather than in the high school district in which they attended school.

TABLE 14

THE ASSESSED VALUATION PER RESIDENT PUPIL IN GRADES 1-12 BY DISTRICTS, 1966-67

Assessed Valuation Per Resident Pupil in Grades 1-12	Number of School Districts by Category		Total Number of Districts
	Elementary School Districts	High School Districts	
Under $3,000	24	20	44
$ 3,000 - $ 4,999	62	111	173
$ 5,000 - $ 6,999	43	109	152
$ 7,000 - $ 8,999	49	93	142
$ 9,000 - $11,999	47	96	143
$12,000 - $14,999	34	27	61
$15,000 - $19,999	38	18	56
$20,000 and Over	40	4	44
Total Number of Districts	337	478	815

In general, there was a larger assessed valuation per resident pupil in grades 1-12 in the elementary school districts than in the high school districts. Slightly more than 50 per cent of the high school districts, as contrasted to 38 per cent of the elementary school districts, had less than $7,000 of assessed valuation per resident pupil in grades 1-12. Included in the wealthy districts (those with $15,000 or more assessed valuation per resident pupil in grades 1-12) were 23 per cent of the elementary school districts and less than 5 per cent of the high school districts. The median assessed valuations per resident pupil in grades 1-12 were $6,981 for the high school districts and $8,612 for the elementary school districts.

Any presentation of assessed valuations would be incomplete if attention was not directed to the problem of unequal assessments. Real estate assessment levels vary so widely that the average assessment ratio is computed for each county so that the required tax rate to qualify for second level equalization quota apportionment can be determined. The average assessment ratio for each county is determined by comparing the actual sales value of a number of real estate transactions in a county with the assessed valuations of the same pieces of property.

Figure IX presents the final certified assessed valuation ratios for 1967 which were used in determining the required tax rates

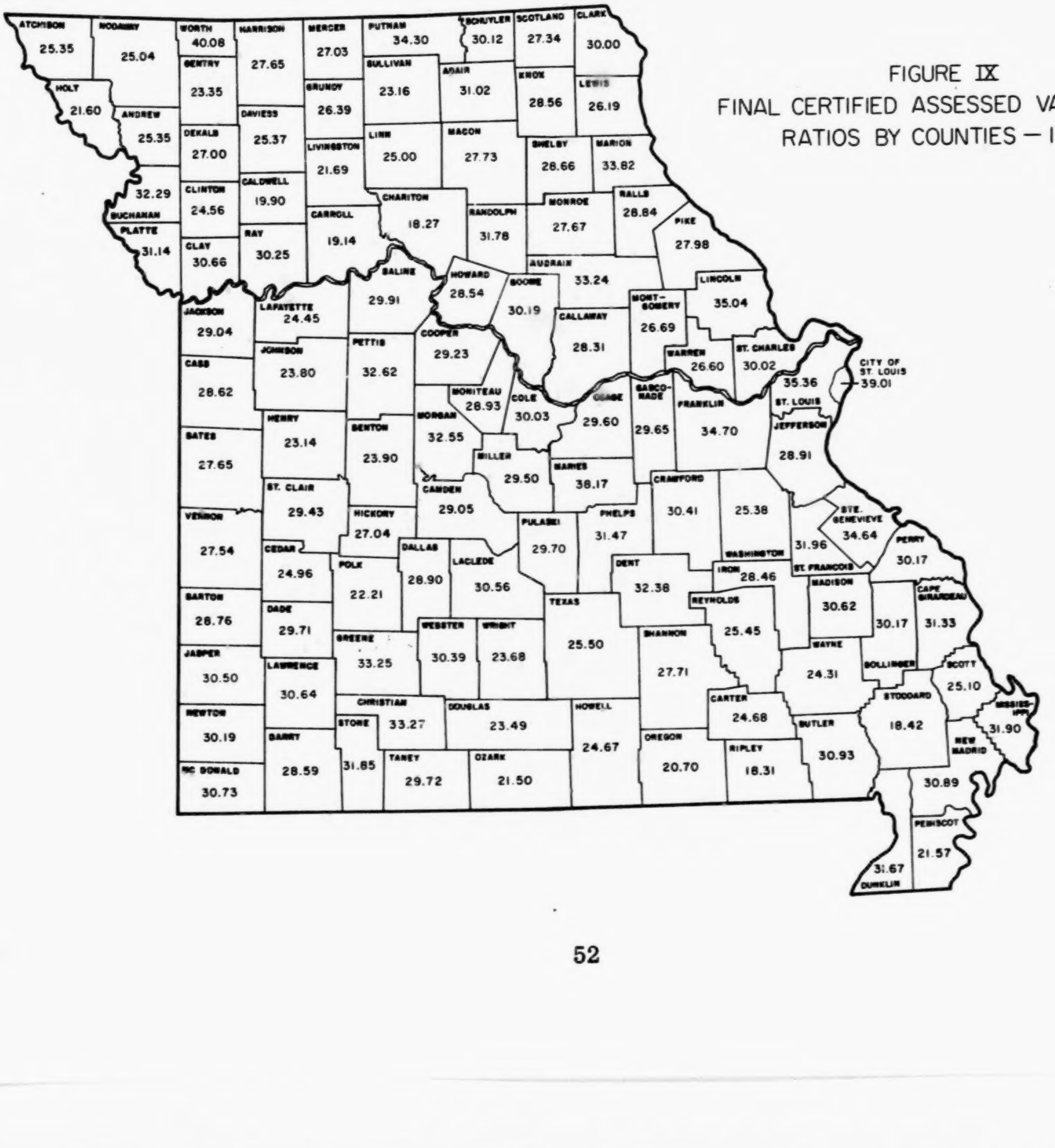


FIGURE IX
FINAL CERTIFIED ASSESSED VALUATION
RATIOS BY COUNTIES — 1967

to qualify for second level equalization quota apportionment for distribution during the 1968-69 school year. The ratios range from 18.27 in Chariton County to 40.08 in Worth County. Adjacent counties may have substantially different ratios. For example, the counties surrounding low ratio Chariton County have ratios ranging from 19.14 to 31.78. Similar variations can be found in other areas of the state. It should not be inferred from these ratios that all property within a county is assessed equally. In fact the differences in assessments of property within a county may well be greater than the differences between the county assessed valuation ratios.

The distribution of counties (including the city of St. Louis) by assessed valuation ratio for 1967 is as follows:

RATIO	NUMBER OF COUNTIES
18.00 – 19.99	5
20.00 – 21.99	5
22.00 – 23.99	8
24.00 – 25.99	14
26.00 – 27.99	16
28.00 – 29.99	23
30.00 – 31.99	28
32.00 – 33.99	8
34.00 – 35.99	5
36.00 – 37.99	0
38.00 – 39.99	2
40.00 – 41.99	1

The median ratio for the counties is 29.2. Although the median approaches the accepted 30 per cent of true value, the ratios in many counties differ widely from that standard. If equity in taxation is to be achieved, equality of property assessment within the county and between counties must be secured.

SECTION IV

METHODS OF ACHIEVING EFFECTIVE SCHOOL DISTRICT ORGANIZATION

School district organization has become a matter of national concern. Missouri is only one of more than 20 states actively engaged in projects of various types to improve the structure for public education. Ralph D. Purdy, Director of the Great Plains School District Organization Project (Iowa, Missouri, Nebraska, and South Dakota), recently voiced the seriousness of the situation with these words:

> Unprecedented demands upon the educational structure to meet the needs of the people, of the state, and of the nation have revealed serious limitations and have emphasized the urgency of the situation. The explosion of knowledge, the adaptation of science and technology to improved educational programs and to the methodology of these programs, the knowledge and skills demanded today to fill the ever changing employment opportunities, the problem of just how to learn to live and work together in peace, both at home and abroad, are but a few of the problems that could be listed. As the attention of the people focus upon the educational needs of these times, they have been compelled to examine the educational structure which was created and which is maintained to provide programs and services to meet those educational needs. As a result, the strengthening of the structure for education has been accepted as one of the imperative needs of this century by the people of the several states. [1]

Previous sections of this report have traced the development of school district organization in Missouri and have examined its present status. The evidence has indicated that extensive district reorganization has occurred, with most of it developing shortly after the passage of the School District Reorganization Law in 1948. The record is impressive on the basis of the reduction in the total number of school districts. The results are far less significant when the nature of the present district organization is examined and the entire educational situation is evaluated. The major thrust has been on reducing the number of districts and not on creating effective districts which can provide a comprehensive educational program. The need for more extensive reorganization, documented in the previous section, is well summarized in the following statement on school district organization by Cooper, Dawson, and Isenberg in the ENCYCLOPEDIA OF EDUCATIONAL RESEARCH:

> The impetus to school district reorganization has come chiefly from demands for improving the quality and extending the scope of the educational program, equalizing the tax burden, and making more efficient use of the school tax dollar. But there are other contributing factors. With the increase of state financial aid for the support of public education, people of the state as a whole have a direct financial interest in the support of every district that receives aid, and they tend to look with disapproval on administrative organization that does not make efficient use of school money. The cost of constructing and equipping a modern school building has become too great to be carried by the tax base in many small districts. The shortage of well-qualified teachers is felt most

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[1] Ralph D. Purdy, PROBLEMS, ISSUES, AND TRENDS IN SCHOOL DISTRICT ORGANIZATION, a paper presented at Central Regional Conference, The National Association of State Boards of Education and the Iowa State Board of Education, April 19, 1967.

> keenly by small districts where teaching loads tend to be heavier and equipment less satisfactory than in larger and better organized districts. And, finally, shifts in population from the more sparsely settled rural areas toward large centers of population have left many small districts with too few students to make efficient use of school funds or to provide an adequate educational program. [2]

With the need for more effective districts well established, it is useful to examine the present methods of district reorganization in Missouri. They will then be evaluated in relation to procedures which have been found to be most effective in other states.

MISSOURI HAS SEVERAL METHODS OF CHANGING DISTRICT ORGANIZATION

Education is recognized as a function of the state. As a result, the state legislature, subject to constitutional provisions, has the authority to establish, maintain, and regulate schools. Thus, the powers held by school districts are those delegated to them by the state. School districts are purely creatures of the state and as such have no inherent powers. They may be created or destroyed and their powers may be increased or diminished at the will of the state.

The General Assembly has accepted responsibility for public education in the state and has enacted legislation for the creation and alteration of school districts and the delegation of powers to such districts. Under the present school laws of Missouri, there are three major methods by which school districts may be established or enlarged: (1) reorganization, (2) consolidation, and (3) annexation. The significant characteristics of each of these procedures will be examined.

THE REORGANIZATION LAW OF 1948 HAS BEEN WIDELY USED

Although eight or more different laws for merging school districts were in effect in the period preceding 1948, very few mergers were enacted. The School District Reorganization Law, enacted at the extra session of the General Assembly in April of 1948, gave tremendous impetus to the reduction in the number of school districts.

The law provided for the creation of a county board of education in every county and assigned major responsibilities relating to school district reorganization to those boards. Sections 162.161, 162.171, and 162.181 of the law succinctly state the duties of the county board of education and the procedure for reorganization in these words:

> 162.161. DUTIES OF COUNTY BOARD OF EDUCATION. The county board of education shall
>
> (1) Make or cause to be made and kept current a comprehensive study of each school district of the county. The study shall include:
>
> (a) The assessed tax valuation of each existing district;
>
> (b) The number of pupils attending school, average daily attendance, and the population of all districts in the county;
>
> (c) The location and conditions of school buildings and their accessibility to the pupils;
>
> (d) The location and condition of roads, highways and natural barriers within the county;
>
> (e) The high school facilities of the county;
>
> (f) The conditions affecting the welfare of the teachers and pupils;
>
> (g) Any other factors concern-

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[2] Chester W. Harris, editor, ENCYCLOPEDIA OF EDUCATIONAL RESEARCH, New York, 1960, p. 1,195.

ing adequate facilities for the pupils.

(2) From time to time submit to the state board of education specific plans for the reorganization of school districts of the county. Each plan shall be in writing and shall include charts, maps and statistical information necessary to document properly the plan for the proposed reorganized districts and to provide a comparison of existing districts with proposed reorganized districts.

(3) Cooperate with boards of adjoining counties in the solution of common organization problems, and submit to the state board of education for final decision any and all organization questions on which the cooperating boards fail to agree.

(4) Approve the budget prepared by the county superintendent of schools in cooperation with the clerks of the boards of the districts under his supervision and approve the audit, made by the county superintendent, of the expenditures report prepared by the district clerk and submitted for the approval of the state board of education.

(5) Continue to advise with the county superintendent of schools, school patrons, and school officials on all matters pertaining to the improvement of the schools in the county.

(6) Designate some person to perform the duties imposed by law on the county superintendent of public schools during any vacancy in his office or in the event of his incapacity to perform his duties. The person designated during the vacancy or incapacity of the county superintendent shall have full power to perform the duties imposed upon him by the county board of education.

162.171. REORGANIZATION PLAN MAY DIVIDE UNREORGANIZED DISTRICTS – DISTRICTS MUST BE COMPOSED OF CONTIGUOUS TERRITORY. In recommending proposed reorganization plans, the county board of education may divide existing unreorganized districts if division is in the best interests of the children, and place any portion in any proposed district but each proposed district shall be composed of contiguous territory.

162.181. REORGANIZATION, PROCEDURE. Upon receipt of a plan for the reorganization of districts in any county, the state board of education shall examine the plan. The state board shall approve or disapprove the plan either in whole or in part. If the plan includes any proposed district with territory in more than one county, the state board shall designate the county containing that portion of the proposed district which has the highest assessed valuation as the county to which the district belongs. The secretary of the county board shall be notified of the state board's action within sixty days following receipt of the plan by the state board. If the state board finds that the reorganization plan is inadequate in whole or in part, it shall return the plan to the secretary of the county board with a full statement indicating the parts thereof it has approved and its reasons for finding the plan or any part inadequate. The county board has sixty days to review the rejected plan or parts thereof, make alterations, amendments and revisions as deemed advisable and return the revised plan or part to the state board for its action. If the revised plan or part is disapproved by the state board, the county board shall propose and submit its own plan or part to the voters within sixty days following receipt of disapproval of the revised plan or part. No enlarged district may be proposed or submitted without the approval of

> the state board unless the proposed district has a minimum of two hundred pupils in average daily attendance for the preceding year or is comprised of least one hundred square miles of area. The plan or part shall be submitted to the qualified voters in the same manner as if the plan or part had been approved by the state board.[3]

If the proposed reorganization plan is approved by the State Board of Education, an election must be held within 60 days of the notification of approval. Section 162.191 sets forth the specific procedures for the election. A majority affirmative vote of the total votes cast is required for the adoption of the proposed district. If the proposal is not approved, no subsequent plan involving any part of the same area may be submitted sooner than one year following the date of the election at which the plan was defeated.

NUMEROUS DISTRICTS HAVE BEEN ESTABLISHED UNDER CONSOLIDATION

A second method whereby districts may be formed into an enlarged or six-director district is consolidation. Sections 162.211, 162.221, 162.231, 162.241, and 162.251 of the state law define who may organize as a six-director district, prescribe the procedure to be followed, and describe the organization of the new district in this manner:

> 162.211. SIX-DIRECTOR DISTRICT – WHO MAY ORGANIZE AS. A six-director school district may be established by the voters of
>
> (1) Any common school district which contains a city or town;
>
> (2) Any city or town which is divided by a school district boundary line and which is not located in a county of the first class;
>
> (3) Any two or more adjacent six-director districts without limitations as to size or enrollment; or
>
> (4) Any common school district which has two hundred or more children of school age by the last enumeration or any two or more adjacent common school districts which together have an area of fifty square miles or have an enumeration of at least two hundred children of school age.
>
> 162.221. SIX-DIRECTOR DISTRICT – PROCEDURE TO ORGANIZE BY PETITION OF VOTERS.
>
> 1. When the voters of any one or more districts as authorized in section 162.211 desire to form a six-director district, a petition signed by at least twenty-five voters of the district or districts shall be filed with the county superintendent of public schools. On receipt of the petition the county superintendent shall visit the districts and investigate the needs of the area and determine the exact boundaries of the proposed six-director district. In determining these boundaries, he shall so locate the boundary lines as will in his judgment form the best possible six-director district, having due regard also to the welfare of adjoining districts.
>
> 2. Within thirty days after the receipt of the petition, the county superintendent shall call an election of the voters of the proposed district by posting three notices in public places in each district affected by the proposal stating the time, place and purpose of the election together with a plat of the proposed district at least fifteen days before the election and and shall also publish the notice two times in at least one newspaper in the county or counties, the first publication to be at least fifteen days before and the last publication to be made not less than seven days before

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[3] THE PUBLIC SCHOOL LAWS OF MISSOURI, State Department of Education, Jefferson City, Missouri, 1966, pp. 26-28.

the election. The county superintendent shall file a copy of the petition and of the plat with the county clerk. The election shall be conducted in the manner provided in section 162.191 except that the county superintendent shall perform all duties and have all powers imposed on or vested in the county board of education by that section. The costs of holding the election shall be paid as provided in section 162.191.

3. If the proposed six-director district includes territory lying in two or more counties, the petition shall be filed with the county superintendent of that county which contains the part of the proposed district having the highest assessed valuation, and the district, if created, belongs to that county. The county superintendent shall proceed as above set forth and in addition shall file a copy of the petition and of the plat with the county clerk of each county from which territory is proposed to be taken, except that all plats and notices posted shall be signed by the county superintendent of all counties in which any part of the proposed district lies. If any county superintendent fails or refuses to sign all plats and notices as required in this section, the case may be appealed to the state board of education by any other county superintendent interested, and the decision of the state board shall be final.

162.231. FAILURE TO APPROVE PROPOSED DISTRICT – EFFECT. If any proposed six-director district does not receive the required majority affirmative vote, the school districts constituting the proposed new school district shall remain as they were prior to the election.

162.241. ELECTION OF DIRECTORS IN NEWLY-FORMED DISTRICT. If a proposal to form a six-director district receives a majority of the votes cast on the proposition at the organization election the county board of education in the case of districts formed under a plan of reorganization, and the county superintendent in the case of districts formed on petition of voters, shall order an election in the district, at a time and place to be fixed by the county board of education or the county superintendent, not more than thirty days after the date of the election when the six-director district was formed, for the purpose of electing six directors in the district. The election shall be conducted in the manner provided by sections 162.361 and 162.371. Until a majority of the district board members of the district are elected and qualified, the county board of education, or the county superintendent as the case may be, shall perform the duties with respect to conducting the election as would be performed by the district board of education were it in existence, but the costs of election shall be paid from the incidental fund of the new district. Two directors shall be elected to serve until the next annual school election, two to serve until the second annual school election, and two to serve until the third annual school election.

162.251. EFFECT OF ORGANIZATION OF NEW DISTRICT. The terms of office of all directors and officers of the school districts comprising the territory incorporated in the six-director district ceases upon the adoption of the plan of reorganization and the organization of the board of directors of the six-director district, and such officers shall deliver to the board of directors of the newly formed school district all property, records, books and papers belonging to the component districts. All funds in the hands of the county or township treasurer to the credit of the various districts wholly incorporated in the new six-director district, shall be immediately transferred to the credit of the treasurer

> of the six-director district. If any former six-director district is wholly merged in any new six-director district, as provided herein, the treasurer of the former six-director district shall immediately turn over to the treasurer of the new district all funds belonging to the former six-director district and shall make settlement therefor as provided by section 165.101. The directors of the new district shall direct that the new district faithfully perform all existing contracts and legal obligations of the component districts. [4]

Consolidation differs from reorganization in four major respects. First, the proposed plan is initiated by the voters rather than the county board of education. Second, the county superintendent performs the duties and has all the powers which the county board has under reorganization. Third, the approval of the state board of education need not be sought. Fourth, under reorganization a maximum payment of $50,000 may be received to help pay for building and equipment expense while under consolidation only $1,000 is received for each elementary school building abandoned and a maximum of $2,000 per building toward the construction of a central high school building.

The 1967 Act of the General Assembly, which created the Missouri School District Reorganization Commission and directed it to develop a master plan of school district organization for the entire state, also provides that all mergers under the consolidation law shall cease until October 15, 1969. However, it does not restrict the merging of districts under the reorganization and annexation laws.

SCHOOL DISTRICTS MAY BE ENLARGED THROUGH ANNEXATION PROCEDURES

The third method whereby districts may be enlarged is by annexation. The two ways that additional area may be annexed are by extension of the city limits and upon the petition of the voters. Sections 162.421 and 162.441 prescribe these procedures:

> 162.421. EXTENSION OF CITY LIMITS EXTENDS SCHOOL DISTRICT BOUNDARIES, EXCEPTIONS – ANNEXATION OF REMAINDER OF DISTRICT.
>
> 1. Except districts containing a city or a part of a city having more than seventy-five thousand inhabitants and districts in counties of the first class, the extension of the limits of any city or town beyond the boundaries of a six-director school district in which it is included shall automatically extend the boundaries of that district to the same extent, effective on the first day of July next following the extension of the limits of the city or town, and except in counties of the second class if the extension of the limits of the city or town includes territory contained in another six-director school district which maintains a high school, then the school district boundary lines shall not be enlarged to include territory in said six-director district by reason of the extension of the city or town limits.
>
> 2. Whenever, by reason of the extension of the limits of any city or town, a portion of the territory of any school district adjacent thereto is incorporated in a six-director district, the inhabitants of the remaining parts of the district have the right to be annexed to the six-director district. When such part of a school district desires to be so annexed, a special election or an election at a special meeting shall be held as provided in section 162.441, and if a majority of the votes cast favor annexation, the secretary shall certify the fact, with a copy of the record, to the board of the district and to the board of the six-director school district; where-

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[4] THE PUBLIC SCHOOL LAWS OF Missouri, State Department of Education, Jefferson City, Missouri, 1966, pp. 30-33.

upon the board of the six-director district shall meet and confirm the annexation by a proper resolution of record. When such part of a school district has no organization, any ten voters may call a meeting of the district and proceed as provided in section 162.441; and the secretary of the meeting shall certify, if the majority votes for annexation, to the board of directors of the six-director district, and the same action shall be taken as provided above. (As amended Laws 1965, S.B. No. 315, §1.)

162.441. ANNEXATION TO ADJOINING SIX-DIRECTOR DISTRICT – PROCEDURE – ANNEXATION TO NONADJOINING DISTRICT, WHEN ALLOWED.

1. If any common school district or six-director district which adjoins a six-director district, including urban districts, desires to be attached thereto for school purposes, upon the receipt of a petition setting forth such fact, signed either by ten voters of the district or by a majority of the voters of the district, whichever is the lesser, the school board of the district desiring to be so attached shall order a special meeting or special election for the purpose of voting on the proposal, giving notice as required by section 162.061; except that in districts wholly, or partially, within cities having three hundred thousand to seven hundred thousand inhabitants, the petition seeking attachment to an adjoining district or to any high school district in the county as hereinafter in this section provided, for school purposes shall be signed by at least ten per cent of the registered voters of the district.

2. The voting shall be by ballot at the special school meeting in the case of common school districts or at the special election as provided for in section 162.371 in the case of six-director school districts, and the ballots shall be

For annexation

and

Against annexation.

3. If a majority of the votes cast favor annexation, the secretary shall certify the fact, with a copy of the record, to the board of the district and to the board of the district to which annexation is proposed; whereupon the board of the six-director district to which annexation is proposed shall meet to consider the advisability of receiving the district and if a majority of all the members of the board favor annexation, the boundary lines of the six-director school district from that date shall be changed to include the district, and the board shall immediately notify the clerk of the district which has been annexed of its action.

4. Upon annexation, all property and money on hand belonging therto shall immediately pass into the possession of the board of the six-director school district.

5. If a majority of the votes cast are against annexation, no other election on the proposal shall be called within two years after the election.

6. Any school district may annex to any high school district in the county in the manner provided by this section if, prior to the time the proposition is submitted to the voters of the district, the annexation, is approved in writing by the state board of education. (Laws 1963, p. 227, §3-43 (§165.300), as amended Laws 1965, S.B. No. 262, §1.) [5]

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[5] THE PUBLIC SCHOOL LAWS OF MISSOURI, State Department of Education, Jefferson City, Missouri, 1966, pp. 41-43.

Districts are sometimes enlarged by means of boundary changes. Section 162.431 provides that 10 per cent of the voters – as determined by the total vote cast for all candidates for election as members of the school board, divided by the number of members of the school board elected at the last school election – may petition for boundary changes. An election must be called and a majority affirmative vote in the districts affected is needed for the boundary change to be effected. If the proposal fails, the matter may be appealed to the county board or boards of education within fifteen days. The law provides for a board of arbitration which has the power of final decision whether the boundaries shall be changed as requested or be left unchanged.

A fourth, and rarely used, method of annexation is the formation of a new district from two or more common districts or the change of boundaries between two or more common districts. Section 162.681 provides that upon receipt of a petition by ten or more voters, the district clerk of each district affected shall give notice of the desired changes. The voters shall decide the question by a majority vote in each district of those who vote upon the proposition.

LEGISLATION TO IMPLEMENT DISTRICT REORGANIZATION IS OF THREE TYPES

The method of implementing a school reorganization plan may well determine its success or failure. The critical factor, for the most part, is the framework of legislation which prescribes the procedural format for district reorganization. Implicit in any study of the enabling legislation are two questions:

1. Who is responsible for the reorganization?

2. How is the reorganization to be accomplished?

To help answer these questions, an examination of what other states have done may be beneficial.

Legislation relating to school district reorganization may be divided into three general types: (1) permissive, (2) mandatory, and (3) semipermissive. The AASA Commission on School District Reorganization in its publication describes the three types of legislation as follows:

> 1. Mandatory legislation reorganizes local school districts by direct legislative action without referring the action to the voters for approval.
>
> 2. Permissive legislation makes reorganization possible but leaves the initiation of action leading to reorganization and decisions on proposed reorganizations entirely with the voters at the local level in the areas affected.
>
> 3. Semipermissive legislation requires that certain steps and planning procedures for reorganizing districts be taken and that the proposed plan be submitted to the voters, but it leaves final approval or rejection of a proposed reorganization to a vote of the people in the area affected. Such legislation emphasizes planning with local adoption. [6]

The distinguishing features and the strengths and weaknesses of each type will be treated briefly. For a more detailed treatment the reader is referred to the publication, EFFECTIVE LEGISLATION FOR SCHOOL DISTRICT REORGANIZATION, prepared by Arthur L. Summers for the Great Plains School District Organization Project in January 1968.

PERMISSIVE LEGISLATION HAS BEEN LEAST EFFECTIVE IN CREATING SOUND DISTRICTS

Permissive legislation has a long history. It has been used by most states in the past and relics of such legislation are still found in some states.

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[6] AASA Commission on School District Reorganization, SCHOOL DISTRICT ORGANIZATION, American Association of School Administrators, Washington, 1958, p. 167.

In the early development of the states, small school districts were practical because the means of transportation were inadequate and the educational needs were extremely limited. Children usually had to walk to school. In fact, it is often said the size of the early school districts was determined by the length of the legs of the six-year old child. As roads were developed and improved and transportation became available, it was possible to travel farther in a shorter time. The need for the original small districts declined. During the developmental period, the control of schools resided largely at the local level and citizens were given substantial freedom in establishing new districts. When it became necessary to form a larger district, it was only logical that the process should be initiated and finalized at the local level. Thus, laws were passed which were permissive by nature. When it became desirable to consolidate small districts, it was natural to turn to permissive legislation as the tradition for it had already been well established.

The essence of permissive legislation resides in the belief that school patrons at the local level will know what is the best type of district organization since their children are the ones affected. This belief in many instances has not been supported by actual practice. School districts have been formed for a variety of reasons other than obtaining the best education possible for the children. Some districts have been formed or continued to maintain lower tax levies. At times, the crucial factor has been the satisfaction of the whims of a feuding faction resulting from personal disagreements. Some districts have been maintained to satisfy the desire of a few people to exercise authority.

If school patrons always considered the best interest of the students, permissive legislation might provide an acceptable procedure. However, most authorities on school district organization agree with Cushman in classifying this method as being slow and unsatisfactory. He states:

> Local school district reorganization could be considered satisfactory if . . . the process produced satisfactory districts at a satisfactory rate . . . It is the judgment of this writer after observing and participating in the movement for these thirty years that both the rate and the product are not generally satisfactory. [7]

The use of permissive legislation often results in a state having a variety of laws, each geared to some special purpose. Unfortunately, having a number of such laws does not increase the speed of achieving school district reorganization. The states relying on this method have found it to be a slow and ineffective process. It is usually voluntary, being initiated locally by the board or through petition and implemented by the favorable vote of the local citizens. Since the proposals do not require approval by county, region, or state agencies, there is a genuine lack of overall planning. The net result is a spotty, piecemeal attack on problems which are of regional or statewide significance. Summers emphasizes these four major objections to permissive legislation:

> 1. Usually there is no overall planning for adequate redistricting.
>
> 2. Voluntary merging of districts may result in disregarding the right of all children to reside in good school districts. The wealthy districts merge, leaving the less wealthy to operate schools.
>
> 3. Permissive legislation that has been developed by any of the states for merging districts completely disregards any state wide planning for a pattern of adequate school districts.

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7. M. L. Cushman, "The Questionable Theory of Local School District Reorganization", THE COLLEGE OF EDUCATION RECORD, University of North Dakota, Vol. XLVIII, No. 2, November 1962, p. 26.

4. Experience shows that the consolidation of large numbers of school districts by permissive legislation is a slow and long drawn-out process and satisfactory results have not been achieved. [8]

MANDATORY LEGISLATION PLACES DISTRICT REORGANIZATION ON A STATEWIDE BASIS

Several states have found it desirable to achieve a statewide plan of district organization through mandatory legislation. Districts created in this manner have often conformed to county lines or have been modified county districts which excluded major cities from the county units. States which have established enlarged school districts through mandatory legislation include the following:

STATES WITH COUNTY UNITS

Florida – 1939
Louisiana – 1912
Maryland – 1868
Nevada – 1956
West Virginia – 1933

STATES WITH MODIFIED COUNTY UNITS

Alabama – 1903
Georgia – 1945
Kentucky – 1908
Mississippi – 1953
North Carolina – 1923
Tennessee – 1907
Utah – 1915
Virginia – 1923

Mandatory legislation may take two forms. The first form is the "direct" mandatory procedure whereby the state legislature establishes districts by law. The second form is termed "indirect" mandatory whereby the legislature creates a state agency and/or regional agencies to establish the districts. Both "direct" and "indirect" mandatory legislation have the common factor that the approval of the voters is not sought through referendum. Quite often the state agency established to facilitate reorganization is separate from the state department of education.

Some states have legislated the elimination of districts which fail to meet certain standards of size or type. Authority is usually delegated to a state or county agency to annex districts to adjacent districts. Examples of laws eliminating types of districts are the recent ones in Minnesota and South Dakota which require all districts operating elementary schools only to be attached by a certain date to districts having 12-year schools. Legislation of this nature has the advantage of reducing drastically the number of school districts; however, it can be criticized because it fails to provide for a sound plan of district organization. Its major thrust is toward reduction of the number of districts rather than the creation of adequate districts.

Summers comments on the characteristics of "direct" and "indirect" mandatory legislation in these terms:

> DIRECT MANDATORY LEGISLATION.
>
> States establishing districts by direct mandatory legislation adopted a brief and simple law directing the disestablishment of existing districts and the establishment of new districts to be effective on a certain date or within specified time limits. Usually the act included revisions of all other laws to conform to the satisfactory operation of the new districts established. Since the new districts were established by a direct act of the legislature, no penalties or incentives for accomplishing district reorganization were necessary. However, in some

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[8] Arthur L. Summers, EFFECTIVE LEGISLATION FOR SCHOOL DISTRICT REORGANIZATION, The Great Plains School District Organization Project, Lincoln, Nebraska, 1968, p. 4.

cases the state aid laws were adjusted to encourage the development of facilities, programs, and services within newly established districts.

INDIRECT MANDATORY LEGISLATION.

This type of mandatory legislation created a state agency at the state level and a county agency at the county level, and authorized and directed the two agencies to reorganize and establish new districts. Some features common to this type of legislation included:

1. The creation of a state agency usually separate from the state educational agency but with some cooperative liaison with the state educational agency.

2. Authorization of the state agency to adopt standards and promulgate rules for the reorganization process.

3. Directions to the county agencies to study school districts, hold hearings and submit proposed districts to the state agency for approval.

4. Authorization of the state agency to withhold state funds if and until the county agency complies with directions in submitting proposals to conform to approved standards.

5. Time limits of two to four years within which to establish new districts.

6. The exact procedure for ordering the new districts established and the effective date new districts were to begin operations. [9]

Mandatory legislation, either direct or indirect, is being used in many states to correct the school district inequities created by permissive legislation. The passage of mandatory legislation is sometimes hindered by the inability of people to distinguish between administrative and attendance units. Cushman points up the need to differentiate between the two when he stated:

> The first thing that has to be done is to separate in theory the process of forming administrative units from the process of forming attendance units. The formation of an administrative school district is an instantaneous process; the local ratification of school districts takes place on a given day and the law provides for the effective date of such new school district and the abolition of the legal existence of its components . . .
>
> However, the organization of attendance units is a long time process. It takes time to rearrange transportation routes, to secure new school buses, to close one room schools, to erect new school buildings . . .
>
> THE CREATION OF NEW ADMINISTRATIVE UNITS CAN PROPERLY BE CONSIDERED A FUNCTION OF THE STATE LEGISLATURE, AND THE CREATION AND ALTERATION OF ATTENDANCE UNITS OUGHT PROPERLY TO BE CONSIDERED THE PREROGATIVE OF THE LOCAL COMMUNITY, THE PEOPLE AND THEIR EDUCATORS, AND THEIR LOCAL BOARDS OF EDUCATION. [10]

Mandatory legislation concerns itself only with the creation of administrative districts and leaves the establishment of attendance centers to local citizens and school officials. Such legislation becomes much easier to accept when the differentiation between administrative and attendance units is clearly understood.

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[9] Arthur L. Summers, EFFECTIVE LEGISLATION FOR SCHOOL DISTRICT REORGANIZATION, The Great Plains School District Organization Project, Lincoln, Nebraska, 1968, p. 23.

[10] M. L. Cushman, "The Questionable Theory of Local School District Reorganization", THE COLLEGE OF EDUCATION RECORD, University of North Dakota, Vol. XLVIII, No. 2, November 1962, p. 29.

SEMIPERMISSIVE LEGISLATION COMBINES PERMISSIVE AND MANDATORY FEATURES

Some states have become dissatisfied with the district reorganization progress under permissive legislation but have not been ready to move to mandatory legislation. As a result, a compromise process, termed semipermissive or mandatory-permissive legislation, has been developed. As the name indicates, it combines some of the features of the other two methods. It usually includes extensive planning, is mandatory in respect to requiring that proposals be prepared and presented, and retains the permissive feature of permitting the citizens of the area to approve or reject the proposed district.

There are many variations in the semipermissive legislation from state to state. However, the common characteristics include: (1) a state agency to provide the overall direction, (2) a county or regional agency to prepare specific proposals for the area, and (3) the submission of the plan to the voters for approval or rejection.

The impact of semipermissive legislation upon district reorganization depends largely upon the manner in which duties and responsibilities are allocated. Granting the state agency substantial power, providing it with a capable professional staff, and allocating sufficient funds to the agency are features contributing to effective reorganization. In states where the powers and duties of the state agency have been restricted, the results have not been much better than under permissive legislation. Other recommended features of semipermissive legislation include the provision of approval by simple majority vote in the entire area rather than in each component part and the requirement that state and regional agencies continue to function until district reorganization has been completed.

Summers has summarized very well the essential features which must be included in semipermissive legislation if effective district reorganization is to be achieved:

1. The legislative act should include these provisions:

    a. Define overall objectives the state desires to accomplish in school redistricting.

    b. Establish a state agency and county agencies or multi county agencies for the duration of the reorganization program with necessary powers duties to achieve results and complete the program.

    c. Give direction to and provisions for desirable standards to be developed and followed.

    d. Arrange state aid laws and financial incentives to encourage perfecting districts meeting prescribed standards.

    e. Repeal and/or amend any existing laws that cause road blocks to the formation of new districts.

    f. During the period of the district reorganization, require any merging of districts under other laws to be approved by the state and county agencies, or provide for a moratorium on merging of districts except by the district reorganization law.

    g. Provide for mandatory referendum on proposed districts, clear instructions for calling elections, specifying time limits, and requiring a single majority of the total votes cast for ratifying the proposal.

    h. For proposals rejected by voters, provide for revision of proposals and requirements for submission of subsequent plans, causing every effort to be made to attain satisfactory districts over the entire state.

i. Prescribe time limits within which various procedural steps are to be completed to attain reorganization of reasonably adequate school districts for the entire state and remedies where time limits and directions are not followed.

j. Where districts have been rejected by the voters, authorize the state agency to establish districts under certain alternatives and prescribed conditions.

k. Procedures for adjusting assets and liabilities.

l. Provisions for transporting pupils.

2. Create a state agency to administer the reorganization program for the time required to complete the redistricting. Delegate to the state agency the necessary powers and duties to accomplish results. These powers and duties include the following:

a. Employ necessary professional and clerical assistance.

b. Formulate policies and principles to be followed.

c. Develop methods of procedure to guide county agencies.

d. Adopt standards for redistricting.

e. Counsel with county agencies, school officials and citizens.

f. Require overall planning of proposed districts and that all merging of districts take place within the plan.

g. Approve or disapprove plans, or parts of plans, submitted by county agencies.

h. Recommend changes in plans to meet prescribed standards.

i. Appoint a new county agency where any existing county agency fails to perform its assigned functions within the time limits required or be authorized to perform the functions in lieu of the county agency.

j. Make periodic reports on the progress of district reorganization to the state legislature.

k. Establish districts under certain prescribed conditions.

3. Create a county agency or multicounty agency with provisions for continuing until the redistricting program is completed, for the purpose of planning, preparing and presenting district reorganization plans. The major powers and duties assigned to a county agency include:

a. Provisions for organizing, meeting, and conducting business.

b. Sufficient funds for operations.

c. In general terms, the factors to consider in making studies and preparing plans.

d. Procedures and preparations of comprehensive plans for school redistricting that meet standards prescribed by the state agency.

e. Requirements for plans to be presented to the state agency within certain time limits.

f. Provisions for requiring consultation between the state agency and the county agency where a plan or a portion of a plan is disapproved by a state agency and for requiring the county agency to revise and resubmit the plan within a specified time limit.

g. Provisions for holding hearings on proposed plans.

h. Consideration of reorganization proposals presented by local people when such proposals are consistent with standards for comprehensive plans.

i. Provisions for carrying out election procedures for approval of proposed districts by voters and for electing or appointing board members for new districts adopted.

j. Where previous proposals are defeated, requirements for continued study, revision, and resubmission of proposals within specified time limits until reorganization program is completed. [11]

MISSOURI REORGANIZATION LEGISLATION IS ONLY PARTIALLY EFFECTIVE

Although Missouri has been using several methods to achieve school district reorganization, the results have indicated that they have been only partially successful. The excessive number of existing districts, the many districts operating no schools or elementary schools only, and the large percentage of high school districts with small enrollments, limited staff, and meager educational programs bear witness to the ineffectiveness of existing reorganization legislation.

The Missouri consolidation and annexation laws are examples of permissive reorganization legislation. Although some reduction in the number of school districts has resulted through these procedures, they have contributed little to any statewide program of school organization. Since they are dependent primarily on local initiative, the extent to which they have been used varies widely from one section of the state to another.

The Missouri reorganization law can be classified as semipermissive legislation. It is short on mandatory provisions. Although a county board of education was created in each county, the law did not require continuous activity by each board. Each county board of education has been free to determine the scope of its activity. The lack of a statewide plan has been a serious handicap. The result has been a school district structure notable for its complexity, as is evidenced by the state map of present school districts found in the folder at the back of this report.

Since existing legislation has failed to provide an acceptable statewide district organization, more action will be needed. A statement by the Research and Policy Committee of the Committee for Economic Development, recommending an attack on school redistricting by state laws, may well be used as a guide in Missouri. Its statement reads as follows:

> Immediate reorganization of small school systems into effective units of local government is required in most states, including almost all of the most populous states. This is an old situation, widely appreciated by experts for many years in which progress, though real, has been slow. We urge a fresh attack upon it.
>
> A large proportion of the school systems in the country are much too small to provide any kind of schools efficiently. They can't provide an adequate curriculum. They are highly wasteful of school personnel and typically offset the high costs this entails by maintaining low salary scales and by absorbing an exorbitant share of state school funds. In the great majority of instances, school districts with small enrollments are not the neces-

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[11] Arthur L. Summers, EFFECTIVE LEGISLATION FOR SCHOOL DISTRICT REORGANIZATION, The Great Plains School District Organization Project, Lincoln, Nebraska, 1968, pp. 41-43.

sary result of population sparsity. Rather, they reflect the fact that the school system covers only a tiny area. In only 19 states is the average geographic area covered by a school system as much as 225 square miles – equivalent to an area 15 miles square. In 21 states it is less than 49 square miles.

A complete school program can hardly be conducted by a unified school system with much less than 2,000 students. Substantial educational advantages continue to accrue until a school system has perhaps 25,000 students. There are financial advantages of many kinds in even larger units, although other problems begin arising in an extremely large system.

. . . .

All experience shows that effective consolidation cannot and will not be achieved by the local units themselves. Even under rather strong state pressure, "voluntary" reorganization requiring approval by voters in the local districts not only has proceeded at a snail's pace, but has usually resulted in consolidated districts that are still too small to provide an effective program or a sufficiently broad tax base.

On the other hand, many states have achieved school systems of appropriate size by mandatory state legislation. The practicality of reorganization by compulsory state law is demonstrated by the fact that 23 states have at some time or other reorganized their school districts in this way. These include all the Southeastern and New England states and such sparsely settled Western states as New Mexico and Nevada. Most of them succeeded in eliminating or almost eliminating small districts.

The reorganization plan in a few of these states was not fully adequate, and in the New England state reorganization was carried out so long ago that redistricting is again needed. Despite this, these 23 states together contain fewer school districts with less than 1,200 pupils than do any of ten individual states that have not adopted compulsory state plans.

THE STATE GOVERNMENTS CREATED THE EXISTING MULTIPLICITY OF UNITS, AND IT IS THEIR RESPONSIBILITY TO CREATE UNITS OF SCHOOL GOVERNMENT THAT CAN OPERATE EFFECTIVELY AND EFFICIENTLY. ACHIEVEMENT OF EFFECTIVE SCHOOL DISTRICT REORGANIZATION REQUIRES MANDATORY ACTION BY THE STATE GOVERNMENT. [12]

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[12] Research and Policy Committee of the Committee for Economic Development, PAYING FOR BETTER PUBLIC SCHOOLS, New York, 1960, pp. 6 and 7.

SECTION V

THE RECOMMENDED PLAN OF SCHOOL DISTRICT ORGANIZATION FOR MISSOURI

The tailoring of a school district structure to fit the varied needs of public education is no mean task. Virtually, every condition which increases the complexity of school governance can be found somewhere in the state. Missouri contains areas of high density of population in the metropolitan centers and a sparsity of school-age children in the rural areas. The heavy concentration of disadvantaged children in the cities contrasts with other large concentrations of children from high income families who have fled to the suburbs. Taxable wealth and educational needs are distributed unevenly throughout the state. These factors and others compound the problem of providing good schools for all children.

Thus, public education in Missouri hurts in many respects and in many areas. Much of its pain is caused by a school district structure which was created to serve a previous era. While a sensible school district pattern alone will not resolve all of the problems confronting the schools, little progress can be expected without it. A major reorganization of school districts is needed.

This report and its recommendations are addressed to all who have a voice in the making of decisions which affect the schools. While educators ought to be included in this audience, the base for school improvement must be much broader. Indeed, no amount of exhortation of educators will ameliorate the conditions confronting the schools. This is so because the most serious problems are political rather than educational. For example, the political choices which have been made about the distribution of the school tax dollar and the location of school district boundaries place serious constraints on the operation of schools. The wisdom of all educators in the region cannot reduce the disparity of educational opportunity under these conditions.

EDUCATIONAL PROBLEMS IN METROPOLITAN AREAS AND RURAL AREAS ARE EQUALLY CRITICAL

Previous sections of this report have documented the educational inequities which exist throughout the state. Substantial evidence regarding the meager educational opportunities in the many small districts has been presented. Because of the large number of such districts, the impression may have been created that the more sparsely populated areas, the rural areas, and the out-state areas in general have a monopoly on educational problems. Such beliefs are completely erroneous.

The situation in the metropolitan areas may be even more critical than in the rest of the state and equitable solutions more difficult to attain. Evidence abounds to support a case for educational reform in the Greater St. Louis Metropolitan Area. [1] The disparity between the best and the worst on every measure of quality is readily apparent. Moreover, there is every indication that such disparities will continue inexorably to grow. The movement of industry and the flight of the more prosperous taxpayers to selected suburbs continues, leaving the city and some of the inner-ring suburbs with a declining tax base to provide education for an increasing percentage of pupils from officially designated poverty

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1. For a cogent brief on this subject, see A TALE OF TWO CITIES, A BLUEPRINT OF EDUCATIONAL OPPORTUNITY IN THE ST. LOUIS PUBLIC SCHOOLS, 1968. Also, HARD TIMES AND GREAT EXPECTATIONS, 1967, is suggested as an unabridged account of the conditions in the St. Louis Public Schools.

areas. The absurdity of this implicit policy of providing the most education for those who need it the least, and conversely, the least education for those who need it the most, is clear when the total environment of the pupil is considered. Coleman's study, for example, revealed that the impact of good schools is greatest in lower class neighborhoods. [2] Stated differently, children from upper class families do very well regardless of the quality of their education while children in the ghetto have a strong dependency on the school to provide social and economic mobility. Moreover, those who have sought refuge by fleeing to the suburbs have discovered the wisdom of John Donne's words, "No man is an island unto himself." Ugliness cannot be quarantined. It creeps across municipal and school district boundaries, feeding on the indifference caused by the flight to the more distant suburbs. Ignorance, poverty, lawlessness, and a host of other evils of educational neglect reduce the quality of urban life for all. If the problems of the city are permitted to fester unabated, the prosperity and well-being of the entire region are endangered.

The essential elements of educational reform include the pooling of the human and fiscal resources of the area to support public education. The aspirations and wealth of all are needed. The structure for education in the St. Louis metropolitan region should unite rather than fragment efforts to provide good schools. The citizens in every part of the city and region should have a voice in the setting of educational policy for the entire area. The economic, social, and educational interests of the citizens in the city and area are inextricably related; the quality of education in every segment must become the concern of everyone.

Max Lerner recounts an experience he had with a group of writers in Warsaw which illustrates further the need for educational reform in the St. Louis region. Mr. Lerner had just written his book, AMERICA AS A CIVILIZATION. The chairman of a group asked him to describe American civilization in one word. Mr. Lerner thought hard and fast. What is it? Is it freedom? Is it democracy, decency, equality? These are the kinds of things that went through his mind. And suddenly, he said, "Access. You see we have a Declaration of Independence which says that all men are created free and equal. I hope they are born free and will remain free, but they are not born equal. They're born unequal, with very unequal abilities and potentials. But we have the notion in America that there ought to be equal opportunities and like chances so that every one of these unequally born youngsters gets a chance to develop his unequal abilities to the full. In this sense 'access' is the heart of American experience."

Table 15 reveals the conditions created when the school district structure is not patterned on these principles. It shows the direct relationship between available wealth and access to educational opportunity. The school districts of St. Louis County appear in virtually the same order when ranked from highest to lowest on both the amount of assessed valuation and expenditure per pupil Clayton and Ladue are at the top and Valley Park and Kinloch are at the bottom of both measures. In the third ranking, based on the amount of tax levy, the order is practically reversed. Those districts with high assessed valuations and high expenditures have the lowest tax levies. For example, five of the six districts with the lowest tax rates appear in the top six when ranked on expenditure per pupil. A one dollar tax levy produces $428.22 in Clayton and $27.15 in Kinloch. Wealth and educational needs are distributed very unevenly throughout the area. Concentration of pupils in need of compensatory and remedial educational programs live in areas of least wealth. Clearly, more is needed than just a strong commitment to education or a willingness to levy taxes if equality of educational opportunity is to be attained in the St. Louis metropolitan area.

Although the educational conditions in the St. Louis and Kansas City areas are not

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2. James S. Coleman, EQUALITY OF EDUCATIONAL OPPORTUNITY, U.S. Government Printing Office, 1966.

TABLE 15

RANK ORDER OF ST. LOUIS COUNTY SCHOOL DISTRICTS ON ASSESSED VALUATION PER PUPIL, ON EXPENDITURE PER PUPIL, AND ON SCHOOL TAX LEVY, 1966-67

Rank	School District	Assessed Valuation Per Pupil in ADA	School District	Expenditure Per Pupil in ADA	School District	1966 Tax Levy
1	Clayton	$42,822	Clayton	$1,176	Parkway	$4.35
2	Ladue	25,271	Ladue	863	Wellston	4.24
3	Brentwood	22,217	University City	795	Kinloch	4.23
4	Jennings	21,059	Jennings	785	Kirkwood	4.20
5	Affton	17,275	Brentwood	782	Hazelwood	4.15
6	Maplewood	17,082	Maplewood	660	Webster Groves	4.07
7	University City	16,015	Affton	660	Ferguson	3.98
8	Berkeley	15,867	Normandy	630	Valley Park	3.89
9	Normandy	13,740	Wellston	629	Rockwood	3.85
10	Webster Groves	13,326	Webster Groves	621	University City	3.72
11	Mehlville	13,080	Kirkwood	607	Riverview Gardens	3.71
12	Lindbergh	13,140	Pattonville	601	Pattonville	3.62
13	Kirkwood	12,370	Berkeley	551	Mehlville	3.58
14	Wellston	12,137	Riverview Gardens	544	Hancock Place	3.58
15	Bayless	12,027	Lindbergh	538	Lindbergh	3.50
16	Parkway	11,817	Mehlville	527	Affton	3.41
17	Pattonville	11,717	Bayless	505	Normandy	3.39
18	Hazelwood	11,316	Rockwood	505	Bayless	3.36
19	Hancock Place	11,223	Parkway	504	Ritenour	3.35
20	Riverview Gardens	11,153	Ferguson	495	Ladue	3.25
21	Rockwood	10,102	Hazelwood	491	Berkeley	3.20
22	Ritenour	9,642	Ritenour	484	Brentwood	3.13
23	Ferguson	9,417	Hancock Place	482	Maplewood	3.10
24	Valley Park	6,572	Valley Park	431	Jennings	2.87
25	Kinloch	2,715	Kinloch	425	Clayton	2.82

SOURCE: Sixteenth Annual Report of the St. Louis County, Missouri Public Schools, 1967.

identical, neither area lacks for critical issues. The tremendous differences which exist among the school districts of Jackson County are illustrated in Table 16.

School attendance in the districts of Jackson County ranges from 10.8 pupils in ADA at Pleasant Valley to 65,323.6 in Kansas City. Three districts maintain high schools that fail to meet the AAA standards. Only District No. 33 – Kansas City provides an acceptable vocational program. Special educational programs for the exceptional child are not uniformly available. Property in the Pleasant Valley School District is taxed 20 cents for school purposes as contrasted to a rate of $4.50 in Hickman Mills. A most peculiar organizational pattern shows the municipality of Kansas City presently receiving educational program services from 17 school districts in three counties.

The inequalities of educational opportunity in the Kansas City area are a severe indictment of the organizational structure for public education. Local school officials are responding intelligently and rationally to the demands of an irrational system of local school district organization and finance which has been set up by accidents of history. The present school district structure effectively frustrates efforts to build strong, well-planned and coordinated educational programs which are accessible to serve the needs of all.

TABLE 16

PUPIL AND FINANCIAL DATA OF THE SCHOOL DISTRICTS
IN JACKSON COUNTY, 1966-67

District	Grades Enrolled	Resident Pupils in ADA	Total Assessed Valuation	Total School Tax Levy
R-I Fort Osage	K-12	3,019.2	$ 14,374,740	$3.89
R-IV Blue Springs	K-12	2,096.8	11,310,791	3.99
R-V Grain Valley	K-12	491.0	2,474,980	3.99
R-VI Oak Grove	K-12	613.7	3,465,760	3.84
R-VII Lee's Summit	K-12	4,416.4	37,434,698	3.85
C-1 Hickman Mills	K-12	11,400.1	58,409,700	4.50
C-2 Raytown	K-12	14,151.0	79,439,800	3.85
C-4 Grandview	K-12	4,169.1	30,245,000	3.70
C-6 Lone Jack	1-12	248.4	1,522,235	4.35
30 Independence	K-12	13,508.9	69,550,000	3.95
33 Kansas City	K-12	65,323.6	855,104,388	3.15
58 Center	K-12	4,996.6	53,967,600	3.40
14 Courtney	K-8	143.7	2,398,895	2.99
15 Pleasant Valley	K-8	10.8	28,324,820	0.20

SOURCE: Compiled from records at the State Department of Education.

In a paper prepared for the Great Plains School District Organization Project, Levine and Havighurst examined metropolitan development in the Great Plains States and discussed major problems associated with metropolitan development. Then they presented these suggestions for school district organization in the metropolitan area:

> In accordance with the need to conduct certain educational functions on a metropolitan area-wide basis in order to solve the critical emerging problems of metropolitan society, officially designated metropolitan intermediate districts should be formed which should have the authority to perform the following functions for semi-independent member school districts in the metropolitan areas of Iowa, Missouri, Nebraska, and South Dakota:
>
> 1. Represent and act on behalf of member districts in working with other areawide and multi-jurisdictional organizations and institutions such as metropolitan planning commissions, highway departments, park and recreation agencies, social welfare departments, urban renewal departments, universities, and state employment units to achieve comprehensive planning and action aimed at developing the human and physical resources of the metropolitan area.
>
> 2. Raise a portion of revenues for public education through an areawide tax set at a level high enough to ensure that realistic sums of money are available for high quality educational programs for every boy and girl in the metropolitan area and that local communities or member districts are not unable to provide adequate educational opportunities due to special difficulties they may encounter in obtaining revenues to operate their schools. At the very least, therefore, a metropolitan taxing authority for education would be expected to reverse the inequitable pattern which now exists in many of our states that provide funds to local school districts in such a way as to favor suburban school districts over central city districts which face the most difficult educational problems and hence have the greatest need for additional state aid.
>
> 3. Initiate and implement programs to reduce social-class stratification as well as racial and ethnic segregation in the schools of the metropolitan area.
>
> 4. Ensure that teachers and administrators in predominantly low-income schools are paid at least as much as or more than their colleagues in predominantly middle-income schools, and otherwise act to improve the quality of the instructional staff in schools serving large numbers of students from low-income families.
>
> 5. Employ specialized personnel and develop and sponsor instructional projects designed to make school curricula more challenging for students in all parts of the metropolitan area and more relevant for helping them solve problems which are of immediate concern to modern youth.
>
> 6. Develop and implement projects to introduce and provide instruction related to the improvement of human and intergroup relations in classrooms throughout the metropolitan area.
>
> 7. Collect areawide educational statistics and develop improved measures to assess the quality of the schools and determine how well they are functioning. [3]

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[3] Daniel U. Levine and Robert J. Havighurst, "Emerging Urban Problems and Their Significance for School District Organization in the Great Plains States", PLANNING FOR SCHOOL DISTRICT ORGANIZATION, The Great Plains School Organization Project, Lincoln, Nebraska, 1968, pp. 167 and 168.

REGIONAL SCHOOL DISTRICTS AND LOCAL SCHOOL UNITS ARE RECOMMENDED

Several alternative patterns for the organization of public education in Missouri were considered during the course of this study. The first, and more traditional approach, was to combine some of the smallest districts to form units which would satisfy the minimum enrollments and other requirements described in the Criteria for School District Organization, as adopted by the Missouri School District Reorganization Commission. This method would have increased the size of many local districts and, to some degree, reduced the disparity in the ability to support schools in the state. However, it left many districts with limited enrollments which would permit only marginal programs and give little opportunity to employ or make efficient use of specialized personnel. Moreover, it offered no solutions to the problems besetting public education in the metropolitan areas. Clearly, a more imaginative proposal was in order.

Another approach to school reorganization was to abolish the existing school districts and recreate a single district to serve each county. This proposal had some advantages. Almost without exception, the new units would satisfy the minimum requirements of the "Criteria" adopted by the Commission. Although this method would move toward fiscal equalization, county units varying greatly in size and ability to support educational services would be created. This alternative would offer little assistance in solving the problems in the metropolitan areas and in the large city school systems.

Serious consideration was given to a plan which would require all elementary school districts to merge with high school districts and then establish intermediate districts to supplement the services which could be provided by the enlarged high school districts. Under this arrangement, all property in the state would be taxed to support elementary and secondary school education. Educational programs and services in the smaller districts could be expanded by the intermediate districts. However, many small and ineffective districts would continue. The plan would not aid in solving the problems of the large city school system and the suburban school districts.

These methods plus various variations and combinations were examined, applied, and evaluated. All were rejected, as none was acceptable on a statewide basis. The need was for a plan which would be effective in the large cities, in the suburban communities, in the sparsely settled areas, and in the diverse situations throughout the state.

THE COMMISSION'S RECOMMENDATION

A plan of regional school districts plus adequate local school units was developed. It provides for school units of adequate size to provide good educational programs; it achieves a substantial equity in school support; it keeps the operation of the schools under the control of a local board; and it gives the framework whereby vocational and special education can be made available throughout the state. It is recommended as the most promising method of providing equal access to educational opportunity for all children.

The distinctive characteristics of the plan will be presented. This will be followed with a specific application of the plan to Missouri.

Regional school districts embracing several counties are proposed. Each regional district would include several local school units. Regional school districts and local school units would be governed by elected boards. The duties and responsibilities allocated to the two types of boards should be carefully delineated. It is essential that that General Assembly define the duties and responsibilities of each board. The early controversy in Missouri between the township and subdistrict boards due to overlapping responsibilities emphasizes the importance of clearly delineating the powers allocated to the local school unit and to the regional school district. Table 17 presents a proposed division of responsibilities.

TABLE 17

RESPONSIBILITIES ALLOCATED TO REGIONAL SCHOOL DISTRICT AND LOCAL SCHOOL UNIT

Activity	Regional School District	Local School Unit
I. The Instructional Program		
A. Instructional Staff		
1. Salary schedule and fringe benefits	X	
2. Recruitment and selection of teachers and administrators		X
3. Placement		X
4. Tenure		X
5. Dismissal		X
6. Payment of salaries	X	X
7. Inservice education	X	X
8. Supervision of instruction		X
B. Instructional Supplies		
1. Textbooks		X
2. Library books		X
3. Classroom supplies		X
4. Equipment	X	X
5. Audio-visual	X	X
C. Curriculum and Course of Study		
1. Teaching methods		X
2. Experimental programs	X	X
3. Extracurricular activities		X
4. Curricular innovations	X	X
5. Graduation requirements		X
6. Course of study beyond state requirements		X
D. Ancillary Instructional Services		
1. Secretarial selection		X
2. Libraries		X
3. Teacher aides		X
4. Radio and television	X	X
E. Pupil Personnel Services		
1. Guidance, psychological		X
2. Attendance, census		X
3. Health service		X
4. Food service		X
5. Transportation	X	X

TABLE 17 (Continued)

Activity	Regional School District	Local School Unit
F. Compensatory Education		
1. Mental retardation	X	
2. Orthopedically handicapped	X	
3. Blind	X	
4. Emotionally disturbed	X	
5. Remedial reading	X	
6. Speech correction	X	
7. Educational deprivation	X	
G. Vocational Education		
1. Vocational-technical schools	X	
2. Post-secondary education	X	
3. Vocational programs in high schools	X	
II. Administration		
A. Board Activities		
1. Area-wide policy	X	
2. Planning	X	X
3. Population research and projection	X	
4. Evaluation	X	X
5. Adjustments on local school unit boundaries	X	X
6. Appointment of advisory groups	X	X
7. Setting school attendance area within local school units		X
8. Selection of local school unit superintendent		X
9. Selection of regional district superintendent	X	
B. Business and Finance		
1. Budget preparation	X	X
2. Site selection and purchase	X	X
3. Outside use of schools		X
4. Purchasing and supply	X	X
5. Accounting	X	X
6. Budget control	X	X
7. Auditing	X	
8. Custodial services		X
9. Taxing for schools	X	X
10. Building repair and maintenance	X	X
11. School construction	X	
12. School bonding	X	

The regional school district would be responsible for levying a uniform tax for education throughout the region and distributing such tax money to the boards of local school units. Other major duties would include the constructing of all school buildings; operating vocational education and special education programs; negotiating with teachers for salaries and fringe benefits; adjusting boundaries between local school units as needed; and long-range planning for education. The boards in the local school units would have responsibility for the selection and assignment of teachers and administrators; determination of the quality and scope of the educational program; and the direction of all pupil personnel services. The board of the regional school district should perform its function only after adequate consultation with the boards of local school units.

In some instances, the two educational agencies would have a shared responsibility for board function or would be involved in different aspects of the same function. For example, local and regional boards would be involved in developing budgets. The local board would generate a budget based on its best estimate of needs and available resources in the local school unit whereas the regional board would focus primarily on establishing a regional tax levy. Also, the regional board would operate vocational and special education programs.

One feature of this plan which is certain to provoke controversy is the granting of major taxing power to the regional board of education. Many will insist that local initiative can be encouraged and local autonomy preserved if substantial taxing authority resides with local school units. This argument is countered by those who observe that wealth and educational needs are rarely distributed evenly within a region. Therefore, local taxing authority generates disparity in educational opportunity.

Providing substantial taxing authority in local school units would create a major problem in the metropolitan areas where a decentralization of existing school districts is needed. The tax records do not reveal the distribution of assessed valuation by school attendance areas within the cities. Therefore, it is impossible to use wealth as a criterion for partitioning the cities into local school units. Since most of the citizens in some neighborhoods within the cities live in government housing, there is little taxable wealth to support schools in the areas of highest density of population.

A compromise which takes into account the two conflicting points of view is proposed. It is recommended that the major taxing power shall be centered in the regional school district and that only limited taxing authority shall be granted to local school units. It is proposed that the board in any local school unit shall not levy a tax which exceeds 10 per cent of the levy made by the board of education of the regional school district in which the local school unit is located. There is some doubt whether authority to levy taxes for school purposes can be granted to both the regional school district and the local school unit under the present Constitution. It is suggested that the General Assembly provide for such taxing powers by legislation or through constitutional amendment.

It may be useful to define and interpret the organization, operation, and relationships of the two proposed educational agencies in greater detail. "Regional school district" means the corporate body established in accordance with the guidelines presented herein; "local school unit" means the corporate unit which is charged with primary operation of educational services at the community level. All local school units within the geographical boundaries of the regional school district shall be considered a corporate part of the regional school district.

THE LOCAL SCHOOL UNIT

The suggested organizational pattern for the local school unit is as follows:

1. The board of each local school unit shall consist of nine (9) members, who shall be nominated by petition of fifty (50) freeholders from the area of

the local school unit and elected at large at a popular, nonpartisan election. The term of office of local school board members shall be six (6) years; provided, that the terms of the members of the first board of education in each local school unit shall be as follows:

1. The three (3) candidates who receive the highest number of votes shall be elected for six (6) years; the three (3) candidates who receive the next highest number of votes shall be elected for four (4) years; and the three (3) candidates who receive the next highest number of votes shall be elected for two (2) years.

2. The board of the local school unit shall hold regular meetings at least twelve (12) times each year.

3. The board of the local school unit shall approve a written set of policies for the operation of the board and the staff of the local school unit.

4. The board of the local school unit shall operate the schools in the unit.

5. The board of the local school unit shall determine the manner in which school buildings will be used, the grades to be allocated to each building, and establish the school attendance boundaries.

6. The board of the local school unit shall have the authority to select and purchase books, supplies, and equipment for the operation of the school system.

7. The board of the local school unit shall have the authority to employ and discharge the personnel of the local school unit. It shall set the standards of employment and the conditions of work.

8. The administrative office of the local school unit shall be appropriately located by the board so as to be easily accessible to all school buildings in the local school unit.

9. Local school units through the vehicle of advisory committees shall participate in the development and determination of the policies and procedures which guide regional school district programs and operations.

10. When the personnel of the regional school district work in a local school unit they shall do so in the framework of local school unit policies and under the supervision of local school unit administration.

THE REGIONAL SCHOOL DISTRICT

The following organizational pattern is proposed for the regional school district:

1. The regional school district shall have a board of education of twelve (12) members, elected at large at a popular nonpartisan election. One or more candidates for each board position shall be nominated at a joint meeting of the board members of all local school units within the regional school district. Additional candidates may be nominated by petition of fifty (50) freeholders. No member of a board of any local school unit and no person employed by any regional school district or local school unit shall serve as a member of the board of education of a regional school district. The term of office of regional school district board members shall be six (6) years, and shall be staggered so that four (4) members are elected every two (2) years.

2. The board of education of the regional school district shall hold regular meetings at least twelve (12) times during each year.

3. The board of education of the regional school district shall approve a written set of policies for the operation of the

board and the staff of the regional school district.

4. The board of education of the regional school district shall have responsibility for determining its annual budget and certifying the necessary tax levy. Previous to adopting the budget and certifying the tax levy, the proposed budget and tax levy shall be presented at a meeting of the board members of the local school units.

5. The board of education of the regional school district, as a board of directors of a public corporation, shall have the authority to hold property in its name, bond itself for capital outlay, and levy taxes for debt retirement and operation.

6. State funds shall be distributed to the regional school district in the same manner and proportionate amount as now applies to its constituent local school units.

7. The board of education of the regional school district shall distribute the funds to the local school units on a per pupil basis.

8. The board of education of the regional school district shall have the authority to employ and discharge the personnel of the regional school district. It shall set the standards of employment and the conditions of work. The superintendent and staff shall hold qualifications at least equal to those held by comparable personnel in local school units.

9. The office of the regional school district shall be appropriately located so as to be easily accessible to all local school units in the regional school district.

10. The regional school district shall be the regular channel of communication between the State Department of Education and the local school units.

At least once in every ten years the State Board of Education shall evaluate the adequacy of the regional district organization and report its findings, together with any recommended changes on district boundaries or organization, to the General Assembly. Boundaries between regional school districts may be adjusted by agreement between the boards of education of the regional school districts affected provided such change of boundaries are approved by the State Board of Education. Boundaries between local school units may be adjusted by their regional board of education, provided such change of boundaries is approved by the State Board of Education.

THE RECOMMENDED PLAN OF REGIONAL SCHOOL DISTRICTS AND LOCAL SCHOOL UNITS IS APPLIED TO MISSOURI

The development of a statewide plan of regional school districts and local school units became the major assignment of the staff during the latter weeks of the project. Various groupings and arrangements were formulated, tested, revised, and reevaluated. The final plan, as proposed in this report, represents the best judgment of the many participants in the reorganization project.

THE DESIGNATION OF THE REGIONS

Numerous proposals for regional school districts were investigated. Consideration was given to the 15 junior college districts as proposed in the report of the Missouri Commission on Higher Education.[4] The plan of six vocational educational administrative districts, as proposed in the recent study of vocational-technical education to serve Missouri, was examined.[5] An organizational pattern based on the 11 supervisory districts established by the State Department of Education was seriously considered. In that arrangement, each supervisory district encompasses four to 14 counties. The possibility of dividing the state into approximately equal regions based upon school population was studied.

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[4] Max S. Smith, Director, FINAL REPORT MISSOURI PUBLIC JUNIOR COLLEGE STUDY, Missouri Commission on Higher Education, Jefferson City, Missouri, 1968.

After thorough analysis of various methods, the regional planning areas which have been established since the passage of the enabling legislation of the 1967 General Assembly (Chapter 251, RSMo 1967 Supplement) were accepted as the general basis for the proposed regional school districts. The Department of Community Affairs was given specific responsibility to assist in the creation of regional planning commissions. The Department also assists established commissions in the preparation of bylaws, the selection of staff and consultants, the development of comprehensive plans, and the implementation of all or parts of the plan. The planning and purpose of these regions are described in a recent bulletin of the Department of Community Affairs in this manner:

> The first task prior to scheduling public hearings was delineation of the regions of the state. The Department of Community Affairs as the official State Planning Agency, concluded it would be most beneficial to involve state agencies, institutions of higher learning, state and local elected officials, civic organizations, and interested individuals in the regional boundary delineation process.
>
> The viewpoints of this composite group were analyzed and synthesized to evolve a tentative regional district structure for the state upon which to schedule public hearings to obtain citizen reaction. Basically, the boundaries of the proposed regions were designed to acknowledge such common factors as topography, geography, park and recreational needs, economic and social development, forestry, agriculture and rural similarity. A total of eighteen regions were tentatively proposed, exclusive of the metropolitan areas of Kansas City and St. Louis.
>
> The boundary proposals resolved through this process served as the base for scheduling of public hearings throughout the state. They also served as the basis for discussion relative to possible alternative regional delineation more acceptable to residents of a region. These questions were discussed in more detail at public informational meetings and with local public officials.
>
> The public hearings were scheduled immediately following final delineation of regions by the State Planning Agency. The first was held October 7, 1966 and the concluding public hearing held April 11, 1967. The proceedings of each public hearing were transcribed and maintained as public record for future reference. The State Planning Agency also reviewed and analyzed these proceedings to evaluate viewpoints expressed by individuals attending the public hearings. This information assisted the agency in developing alternate solutions to regional delineation.
>
> The regions requesting further background on regional planning or delineation of their region may obtain additional information from the State Agency. The agency staff meets individually with public officials, attends civic meetings and provides background information to interested individuals.
>
> The informational meetings are scheduled at the request of the governmental units of a region to provide more detailed background than that obtained at a public hearing. These meetings do not have the official

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[5] J. Chester Swanson, Director, A GATEWAY TO HIGHER ECONOMIC LEVELS, Field Service Center, School of Education, University of California, Berkeley, California, 1966.

stature of public hearings, since the statute requires only one public hearing. The informational meetings are designed to obtain maximum public discussion to assure harmonious acceptance of boundaries established for a region.

The submission of consenting resolutions by governmental units is the next phase in creation of a regional planning commission. The resolutions may be requested by governmental units from the State Agency following a public hearing, or after scheduled informational meetings following a public hearing. The consenting resolutions are filed with the State Agency.

Submission of consenting resolutions is the final step toward creation of a regional planning commission. At least 51% of the population of the governing units within the proposed region must register consent to be designated by the Governor as a regional planning commission.

Currently this consenting figure has been nearer the 90% figure. The Department prefers the higher figure to assure harmonious planning activity in the future, and to involve the total area in developing the regional comprehensive plan.

The final establishment involves formal or informal dedication of the region by the Governor and issuance of a proclamation. The Department of Community Affairs assists the region to make formal or informal dedication ceremony arrangements. Local officials are involved in making arrangements for public dedications and coordinating local activities. Dedications to date, have been of large public ceremony type and informal signing of proclamations in the Governor's Office. The method selected is determined by local representatives of the proposed region.

. . . .

The defining of the goals of the region, inventory of resources and establishment of objectives provide the ground rules for developing and completing a comprehensive plan for a region. As each plan element is concluded it is reviewed with the various technical committees. The housing element study, for instance, is reviewed by the various sub-committees such as transportation, economic development, welfare and education to assure it is in agreement with their phase of planning.

The planning element is then finalized by the technical staff for acceptance by the commission as part of the comprehensive plan. This procedure is followed with each individual element of the comprehensive plan. The public and private sector of the economy of the region is also involved in review of the individual plan elements.

The same procedure is used when all elements are finally united to constitute the total comprehensive plan. The commission members, public and private sector review the plan for content and purpose. This is done through public meetings, informational publications, and individual consultation. The finalized plan with modifications proposed in the review process becomes the comprehensive plan for the region.

The task of implementing the plan will be time-consuming and long-range in nature. The commission staff will develop a priority list of projects for the commission to review and approve. These projects and programs are the means whereby the commission executes its responsibility of implementing the comprehensive plan to achieve the proposed goals and objectives of the region.

The commission will be required to determine what local, state, federal or private funds are available for project and program development. They must decide on whether staff or consultants will be employed. The commission staff must develop a scope of service when consultants are employed. The completion of these administrative staff services enables the commission to begin implementation of parts, or all of the plan.

The commission will not find their duties ended with development and implementation of the comprehensive plan. The successful development and effectiveness of a plan will depend on continual review to assure that it remains in harmony with the economic, social and political changes in society. [6]

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[6] Department of Community Affairs, "Program Sequence Method for Formation and Operation of Regional Planning Commissions", MISSOURI COMMENTARY, Volume 1, Number 2, February 1968, Jefferson City, Missouri.

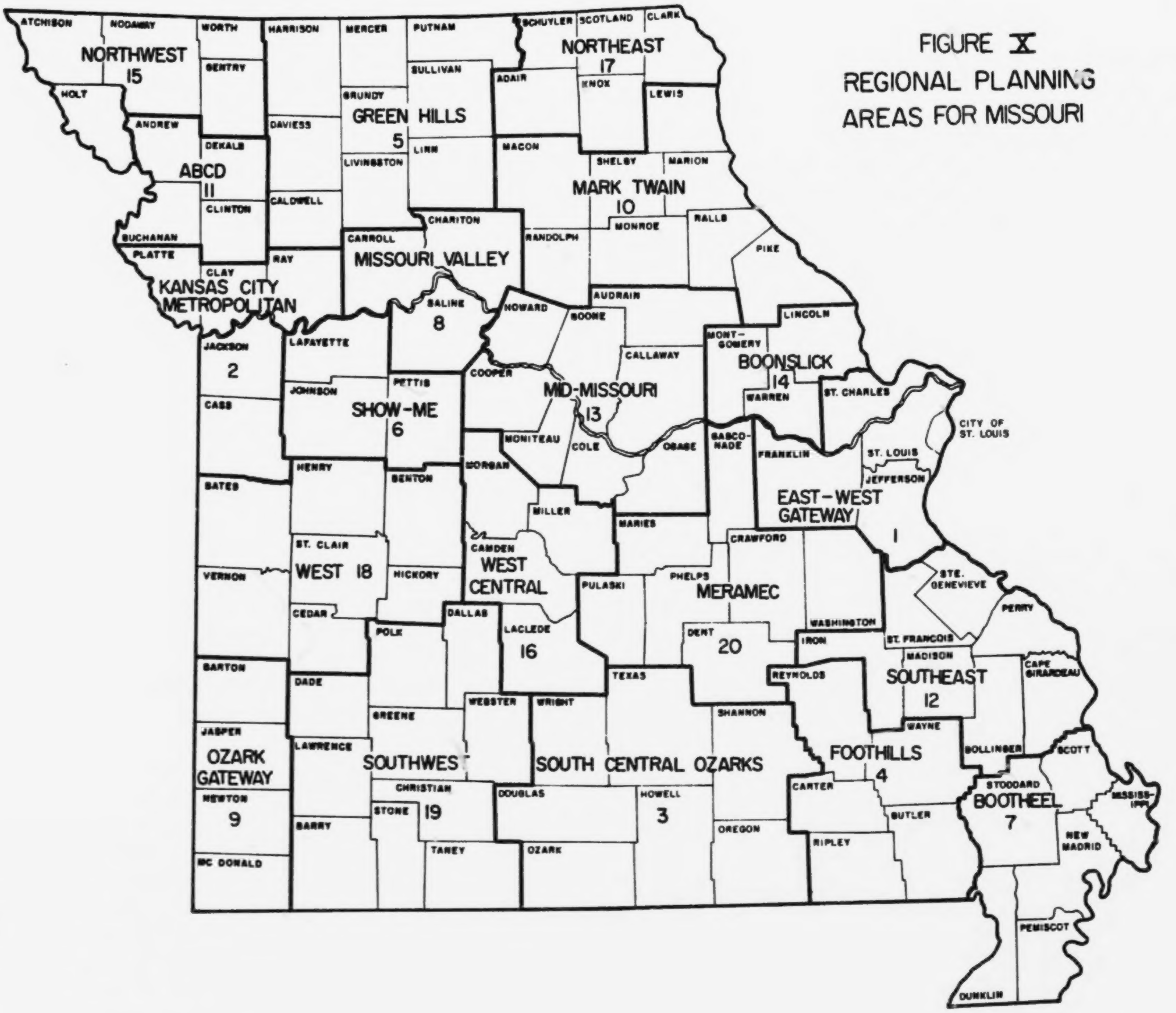
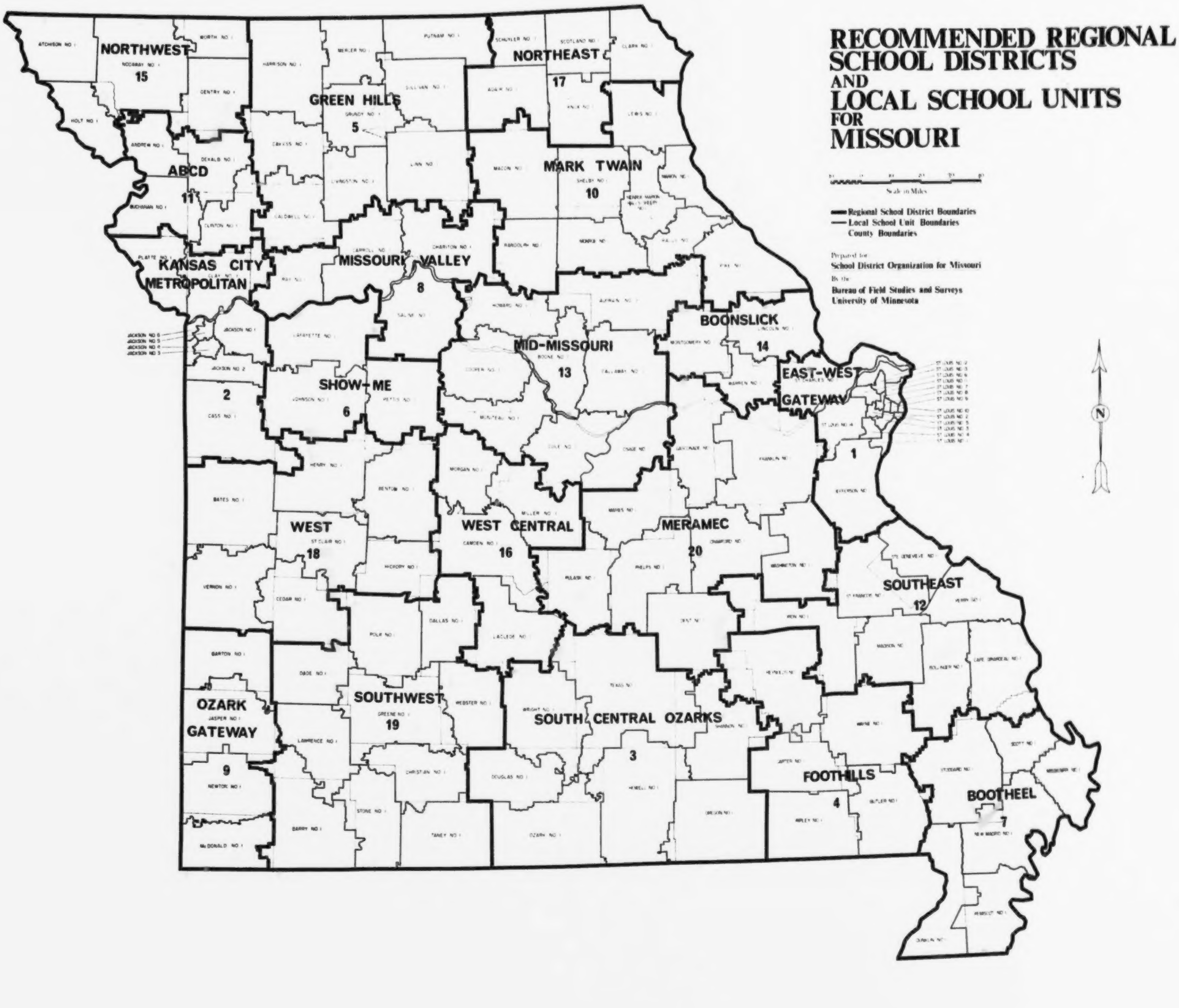


FIGURE X
REGIONAL PLANNING AREAS FOR MISSOURI

FIGURE XI



RECOMMENDED REGIONAL SCHOOL DISTRICTS AND LOCAL SCHOOL UNITS FOR MISSOURI

Figure X presents the boundaries of the 20 regional planning areas and shows the counties included in each. They have been established to utilize the human, social, economic, and physical resources of each region to the maximum potential. They are bringing the people of the region together to work in various areas such as transportation facilities, park and recreational programs, and economic and social developments. It makes good sense to add education to the areas of regional concern. Thus the 20 regional planning areas have been selected as the nucleus for developing 20 proposed regional school districts which are presented in Figure XI.

The 20 regional school districts differ somewhat from the 20 regional planning areas, as a comparison of Figures X and XI reveals. Ray County has been transferred from the Kansas City Metropolitan Region to the Missouri Valley Region; Franklin County from the East-West Gateway Region to the Meramec Region. The two counties have not experienced sufficient suburban development to be included in the metropolitan areas. The boundaries of the 20 regional school districts coincide with the boundaries of the local school units rather than following the county boundaries. Figure XI presents the boundaries of both the proposed 20 regional school districts and the proposed 133 local school units.

THE DESIGNATION OF THE LOCAL UNITS

A major concern of the staff was the establishment of local school units with adequate pupils and wealth to provide a good educational program. The Criteria for School District Organization, as adopted by the Missouri School District Reorganization Commission, provided the basis for establishing acceptable local school units. However, there are many ways in which the present 786 school districts can be combined and each method could produce local school units which conform to the "Criteria". Thus the application of the "Criteria" to the existing school district structure became a long and difficult task.

The work of Hugh Denney, a staff member in Regional and Community Affairs at the University of Missouri, with the demographic factors in Missouri proved to be very useful. He relates the development of centers of population concentration to changes in the speed of transportation and the resulting growth pattern for schools in this manner:

PATTERNS OF GROWTH: . . . .

Up to 1820 –
3-4 miles, or one hour's walking time by man and/or horse. (1 1/2 to 3 miles – one hour's walking time for small children.)

1820-1900 –
6-8 miles along steamboat or railroad routes, but 3-4 mile pattern continued perpendicular to the routes.

1900-1920 –
Shifting from 4 to 8 miles with introduction of the automobile, but before all-weather roads.

1920-1935 –
Pattern shifting from 8 to 16 miles with the nationwide improvement in rural roads and highway system.

1935-1956 –
Shifting from 16 to 32 miles with rapid development of farm-to-market roads and improved automobiles.

1956- –
In sparsely settled agriculture areas a shift from the 32-mile to the 64-mile centers is in process.

GROWTH PATTERNS FOR SCHOOLS: . . . .

1. Up to 1900 –
School districts tended between 2 x 2-mile square patterns up to 3 x 3-mile square patterns. This was the pattern until the coming of all-weather roads and school buses.

2. 1900-1940 –
    a. Secondary schools concentrated in the township villages.

    b. Consolidation of nearby elementary districts into high school districts.

3. 1940- –
   Reorganization and consolidation of high school districts on a larger scale due to declining rural population.

4. Emerging Scale:

    a. K-6 – 16-mile radius in the area with lowest population density, 8 miles where enrollment permits.

    b. 7-9 – 32 miles in low density areas; 16 miles in Iowa, Missouri, and the eastern portions of Nebraska and South Dakota.

    c. 9-12 – A maximum of 32 miles in all areas, but 16 miles wherever minimum enrollment permits.

    d. 13-14 – 75 miles in the western Plains; 64 miles in Iowa, Missouri, eastern Nebraska and eastern South Dakota.

    e. 13-16 – 128-mile radius. [7]

In a paper presented at the Missouri Conference of the Great Plains District Organization Project, Denney emphasizes the need for further school reorganization, as indicated by the following statements:

> . . . Thus, a township six miles by six with a central gathering point could be reached from any corner in one hour of walking time by man and horse. It was soon learned, however, that little children couldn't or wouldn't walk this far or fast, and the eventual establishment of common schools in 3x3, 2x3, or 2x2 square mile districts resulted across the country.
>
> These districts were in tune with the transportation of the times, but times change. I can forgive the founding fathers for not being able to see into the future with its good roads and motor transportation, but I cannot forgive the present generation for clinging to their traditional patterns while their children's education suffers.
>
> Within the very shadow of our State University, we have only this year finally annexed by request one of these pioneer common school districts.
>
> We live in a big world. The frontiers of space are without limit, and we accept a trip to the moon as inevitable in the next few years, but we resist joining with our neighbors in the next village to develop school facilities that will enable our children to develop their minds and bodies so that they, in the next half century, may make our accomplishments to date only stepping stones to the future they will build.

. . . .

From the consideration of these elements of an interrelated nature, we find that today with modern school buses, good roads, declining population, demand for still better schools and more variety of course offering, that in most of rural Missouri there is not enough population and resources to support school systems at the present pattern of eight-mile radius of service. It is anticipated that the 16-mile pattern will be an economic necessity in areas of declining population but this can only be achieved if the key towns of an area with the greatest population of students at the

[7] Hugh Denney, "The Growth Center Concept and School District Organization", PLANNING FOR SCHOOL DISTRICT ORGANIZATION, The Great Plains School District Organization Project, Lincoln, Nebraska, 1968, pp. 33 and 34.

center, and with the best road network leading to that center are established as the central school of the district. I am not unmindful of the historical pattern in this state that rural people resist joining up with the principal cities in their area. It is the same fundamental agricultural tradition which has stood in the way of bringing industrial jobs to these areas. But, as a professional person, I feel it my responsibility to caution against continued acceptance of emotionally inspired country located school facilities. The very principle which some rural people continue to maintain of resisting the city is going to cost them a vast amount of money in the years ahead. Today, a modern school requires the financial support of not only rural farm land and residences but the retail, commercial and manufacturing base which is associated with the larger cities. Further, the training that the youth require is fundamentally a need for adapting to the needs of urban living and not rural living. Training for industrial placement is very difficult to conduct in a rural setting. If we do not view with alarm the tendency to hold onto Charlie Brown's towel by rural people in every grudging adjustment to school problems, we will be guilty of helping them fall into a trap which has emotional satisfaction but is utterly unrealistic in the twentieth century. I say these things as a former farm boy who was steeped in this kind of thinking in my own youth. The people in the area covered by this map have a median age in excess of 41 years. For the past four years, there have been more deaths than births and the only possible way of altering this situation is to strengthen some key central cities in the nine-county area so that there is enough scale to be operational on an efficient basis. If we cannot provide the kinds of services citizens want and develop some of the nonwork time activities that young America insists upon, they will continue to go to the city, and rural areas will continue to lose population.

In view of these trends, the visualization of a pattern of schools large enough to provide the wide variety of subjects needed by modern, young Americans and still close enough not to be a burden on those who must be transported from the fringes of the district to the central city is needed.[8]

A substantial amount of data regarding the present school districts was gathered. Maps showing the school district boundaries were prepared for each county. The financial data collected for each district included the assessed valuation, tax levies, and bonded indebtedness. Enrollments by grades over several years were tabulated. Descriptive information, including dates of original construction and additions, number and type of facilities, and the general condition, was tabulated for every school building. Meetings with representatives of every school district, members of every county board of education, and the county superintendents provided valuable insights regarding unusual conditions in any district and the preferences of the residents regarding the future status of the district.

On the basis of an evaluation of all the available data and in accordance with the "Criteria" the boundaries of proposed local school units were drawn. Consideration was given to the placement of a center of population as the nucleus for a local school unit. No county was left without a local school unit, although this arrangement resulted in a few local school units with less than the minimum school enrollment. Except in Kansas City and St. Louis, no existing school district was divided between two local school units. No doubt there are numerous instances where

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[8] Hugh Denney, "The Changing Scale of Communities and the Need for Continuing School Readjustments", SUMMARY OF MISSOURI CONFERENCE, JUNE 26-27, 1967, Great Plains School District Organization Project, pp. 31, 36-37.

dividing a school district among two or more local school units would be most desirable. Making such divisions on an equitable basis would have required far more staff and time than were available. In Kansas City and St. Louis the high school attendance boundaries were utilized in setting up the proposed decentralized local school units. The Kansas City school district was divided into four segments, one of which is proposed as a local school unit and each of the other three segments is combined with a Jackson County school district to create a local school unit. Fourteen local school units are proposed for the City of St. Louis and St. Louis County. Three of these local school units are entirely in the City of St. Louis, four combine segments of St. Louis with one or more St. Louis County districts, and seven are composed of suburban districts only.

Thus the local school units proposed in this report should be viewed as a suggested plan of organization. They reflect the best judgment of the staff members, taking into account the data which were available to them. They are not perfect nor are their proposed boundaries sacred. The proposed organizational pattern may well serve as a model from which may be made such revisions as may be desirable to create the most effective school units.

The 786 school districts of Missouri have been grouped into 133 local school units and 20 regional school districts. The boundaries of the 20 regional school districts and the 133 local school units are shown in Figure XI and on the state map folded at the end of the report. Maps of the East-West Gateway and the Kansas City Metropolitan Regional School Districts, also found in the back, supplement the state map by showing on a larger scale the boundaries of the present local school districts and of the proposed local school units which encompass the state's two largest metropolitan areas. The Appendix has page-size maps of each of the other 18 regional school districts, showing the present local school districts and the proposed local school units.

The number of local school units per regional school district ranges from 3 to 16. The following list presents data relating to number of local school units, enrollment, assessed valuation, and bonded indebtedness for each regional school district:

Regional School Districts	No. of Local School Units	Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B. I. is of A. V.
1. East-West Gateway	16	311,458*	$4,011,671,407	$12,883	$202,217,000	5.04
2. Kansas City Metropolitan	9	178,270	1,589,342,695	8,915	96,090,482	6.04
3. South Central Ozarks	7	20,665	86,975,602	4,208	5,579,453	6.41
4. Foothills	5	15,235	66,555,124	4,368	4,997,930	7.50
5. Green Hills	9	18,275	179,289,776	9,810	6,683,895	3.73
6. Show-Me	3	17,734	135,319,210	7,624	7,401,400	5.46
7. Bootheel	6	39,372	214,299,359	5,442	11,836,900	5.52
8. Missouri Valley	4	11,683	114,716,221	9,819	4,563,950	3.97

Regional School Districts	No. of Local School Units	Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B. I. is of A. V.
9. Ozark Gateway	4	28,546	$ 183,862,388	$ 6,440	$ 9,561,828	5.20
10. Mark Twain	8	23,876	204,274,730	8,555	10,904,500	5.33
11. ABCD	4	23,541	179,259,600	7,614	11,617,000	6.48
12. Southeast	7	28,613	201,465,835	7,041	11,593,959	5.75
13. Mid-Missouri	8	43,829	333,147,242	7,601	20,781,772	6.23
14. Boonslick	3	7,279	58,541,561	8,042	3,272,500	5.58
15. Northwest	5	9,274	119,612,717	12,897	3,789,000	3.16
16. West Central	4	11,424	86,010,216	7,528	3,939,450	4.58
17. Northeast	5	8,470	75,471,532	8,910	3,347,250	4.43
18. West	7	16,288	139,656,209	8,574	5,187,150	3.71
19. Southwest	10	54,653	373,566,548	6,835	21,394,957	5.72
20. Meramec	8	36,322	194,480,288	5,354	12,761,000	6.56

*Includes the Special District of St. Louis County.

Heavy school enrollments are concentrated in the East-West Gateway and Kansas City Metropolitan regional school districts; in the other 18 regional school districts the enrollments range from 7,279 to 54,653. The assessed valuation per pupil enrolled ranges from $4,208 to $12,897; the median assessed valuation is slightly more than $7,600 per pupil enrolled. The bonded indebtedness is substantial; the ratio of bonded indebtedness to assessed valuation ranges from 3.16 to 7.50 by regional school districts. The range in assessed valuations per enrollee emphasizes the need for a sound system of state aid to achieve equalization in school support throughout the state.

Detailed information regarding each proposed local school unit is found in Table 18. The present school districts comprising each proposed local school unit are listed. Data on enrollment, assessed valuation, and bonded indebtedness are also presented for each proposed local school unit. The enrollments range from 716 to 30,088. The distribution of the local school units by enrollment is as follows:

ENROLLMENT	NUMBER OF LOCAL SCHOOL UNITS
Less than 1,000	1
1,000 – 1,499	19
1,500 – 1,999	22
2,000 – 2,499	12
2,500 – 2,999	12
3,000 – 3,999	13
4,000 – 4,999	7
5,000 – 9,999	19
10,000 – 14,999	2
15,000 – 19,999	9
20,000 – 24,999	11
25,000 – 29,999	5
30,000 – 34,000	1
TOTAL	133

The educational programs which can be offered by the local school units with these enrollments should be substantially improved over those now available in most school districts. These improvements plus the additional services, especially in vocational and special education, provided by the regional school districts should insure access to quality education for all children.

TABLE 18

RECOMMENDED LOCAL SCHOOL UNITS FOR MISSOURI

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Adair No. 1	3,236	$ 28,347,787	$ 8,760	$ 902,000	3.18	R-I Novinger, R-II Brashear, R-III Kirksville.
Andrew No. 1	2,535	18,927,110	7,466	1,076,000	5.68	R-III Savannah, R-IV North Andrew, C-I Fillmore, R-IX Avenue City.
Atchison No. 1	1,863	26,237,812	14,083	906,000	3.45	R-I Tarkio, R-II Rock Port, R-III Fairfax, R-IV Westboro.
Audrain No. 1	6,930	57,483,604	8,294	2,745,992	4.78	R-I Vandalia, R-III Hi-Way, R-VI Community, No. 17 Botts, No. 18 Bean Creek, No. 19 Dye, No. 20 Beagles, No. 21 Hazel, No. 55 Carter, No. 57 Sims, No. 59 Mexico, No. 60 Hedgedale, No. 61 Prairie Lea, No. 87 Jackson, No. 90 Washington, No. 91 Cedar Grove, No. 92 Beaver Dam, No. 95 Hisey, R-V Sturgeon (Boone), R-VI Centralia (Boone).
Barry No. 1	4,681	26,709,305	5,705	901,000	3.44	R-I Monett, R-II Purdy, R-III Wheaton, R-IV Cassville, R-V Southwest, R-VI Exeter, C-9 Golden, No. 35 Jenkins, No. 54 Victory, No. 69 Mt. Sinai, No. 71 Mineral Springs, No. 78 Shell Knob, No. 84 Horner, No. 105 Eagle Rock, R-VI Pierce City (Lawrence).
Barton No. 1	2,048	17,603,014	8,595	474,000	2.69	R-I Lamar, R-II Liberal, R-III Golden City.
Bates No. 1	3,088	25,369,661	8,215	662,000	2.61	R-I Miami, R-II Ballard, R-III Adrian, R-IV Rich Hill, R-V Butler, R-VIII Hume, R-IX Hudson.
Benton No. 1	1,709	20,289,027	11,871	1,013,000	4.99	R-I Cole Camp, R-II Lincoln, R-IX Warsaw, R-X Benton, No. 39 Feaster, No. 44 Limestone, No. 93 L. P. Union, No. 94 Shiloh.
Bollinger No. 1	1,983	8,152,955	4,111	790,459	9.69	R-II Patton, R-III Leopold, R-IV Woodland, R-V Zalma.
Boone No. 1	17,332	98,018,522	5,655	8,056,300	8.22	R-I Southern, R-II New Haven, R-IV Hallsville, C-7 Midway Heights, No. 42 Two-Mile Prairie, No. 46 New Providence, No. 54 Strawn, Columbia.
Buchanan No. 1	16,847	121,511,471	7,212	9,111,000	7.49	R-IV DeKalb, R-V Faucett, No. 24 Moore, St. Joseph, C-1 East Buchanan.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Butler No. 1	8,432	$ 34,392,475	$ 4,078	$ 3,058,940	8.89	R-I Poplar Bluff, R-II Broseley, R-III Fisk Rombauer, R-IV Neelyville, R-V Qulin, No. 4 Hendrickson, No. 21 Cane Creek, No. 34 Oak Ridge.
Caldwell No. 1	1,927	19,055,017	9,888	463,000	2.42	R-I Breckenridge, R-II Hamilton, R-III Kidder, R-VII Polo, C-4 Braymer, R-IV New York, R-VI Cowgill, C-1 Mirabile, No. 42 Kingston.
Callaway No. 1	4,245	26,703,452	6,290	2,480,480	9.32	R-I N. Callaway, R-II S. Callaway, R-III New Bloomfield, No. 56 Carrington, No. 57 Middle River, No. 58 Fulton, No. 59 Brown, No. 60 Garden Prairie, No. 71 Muir.
Camden No. 1	2,441	26,258,967	10,757	1,395,000	5.31	R-III Camdenton, R-IV Climax Springs, R-V Macks Creek, R-II Stoutland.
Cape Girardeau No. 1	9,943	85,502,153	8,599	5,219,500	6.10	R-II Jackson, R-V Delta, R-VI Oak Ridge, No. 63 Cape Girardeau, R-IV Nell Holcomb, No. 53 Oak Grove, No. 62 Campster, No. 65 Abernathy, No. 72 Pecan Grove, R-I Illmo-Scott City (Scott), R-II Chaffee (Scott), C-7 Kelso (Scott).
Carroll No. 1	2,632	26,574,085	10,096	1,613,000	6.06	R-I Hale, R-II Tina-Avalon, R-IV Bogard, R-V Bosworth, R-VIII Norborne, C-2 Wakenda, R-VII Carrollton.
Carter No. 1	1,184	4,643,704	3,922	258,000	5.44	R-I Van Buren, R-II East Carter.
Cass No. 1	9,886	51,494,164	5,208	4,059,900	7.88	R-I Westline, R-II Raymore-Peculiar, R-III Pleasant Hill, R-IV Drexel, R-V Archie, R-VIII Cass, No. 3 Highland, No. 5 Number Eight, No. 8 Dover, No. 16 Gunn City, No. 25 Dayton, No. 30 Peach Grove, No. 34 Eight Mile, No. 35 Number Nine, No. 40 East Lynne, No. 60 Lone Tree, No. 61 Belle Plain, No. 62 Hutchison, No. 64 Harrisonville, No. 69 Centerview, No. 73 Judy, No. 86 Liberty, No. 124 Belton, C-3 Cass Co.
Cedar No. 1	2,340	14,565,942	6,224	954,000	6.54	R-I Stockton, R-II El Dorado Springs.
Chariton No. 1	1,968	24,531,865	12,465	1,305,200	5.32	R-I Northwestern, R-II Brunswick, R-III Keytesville, R-IV Salisbury, C-4 Bynumville, No. 1 Menefee, No. 2 St. Mary, No. 3 Miller, No. 36 Brewer, No. 63 Pleyer.
Christian No. 1	2,821	14,315,961	5,074	901,000	6.29	R-I Chadwick, R-II Nixa, R-III Sparta, R-V Clever, R-VI Ozark, R-VII Spokane.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Clark No. 1	1,816	$ 13,900,558	$ 7,654	$ 1,094,000	7.87	R-I Kahoka, C-I Wyaconda, C-3 Revere, No. 11 Cedar College, No. 16 Highland, No. 21 Jordan, No. 33 Luray, No. 69 Mt. Tabor, No. 70 Fairmont, No. 2 Duncan, No. 3 Upp.
Clay No. 1	29,712	237,697,167	8,000	18,052,582	7.59	R-I Kearney, R-II Smithville, R-VII Mosby, No. 18 Washington, No. 23 Arley, No. 24 Wagy, No. 30 Gordon, No. 38 Prathersville, No. 40 Excelsior Springs, No. 41 Greenwood, No. 42 Lunsford, No. 44 Mosby Country, No. 45 Walnut Grove, No. 46 Little Shoal, No. 52 Brick Monroe, No. 53 Liberty, No. 54 Carroll, No. 56 Missouri City, No. 58 Clevenger, No. 67 Sharp, No. 70 Randolph, No 74 North Kansas City, R-XII Lawson (Ray).
Clinton No. 1	2,522	21,839,229	8,659	1,203,000	5.50	R-I Cameron, R-II Lathrop, R-III Plattsburg.
Cole No. 1	6,748	76,847,181	11,388	4,537,000	5.90	R-I Russellville, R-II Jefferson City, R-III Centertown, R-V Eugene, Jefferson City, C-2 Holts Summit (Callaway), No. 113 Cedar City (Callaway).
Cooper No. 1	2,827	27,306,782	9,659	771,000	2.82	R-I Boonville, R-II Blackwater, R-IV Bunceton, R-V Prairie Home, C-4 Pilot Grove, R-I New Franklin (Howard), No. 94 Rocheport (Boone).
Crawford No. 1	2,610	15,690,875	6,011	1,149,000	7.32	R-I Bourbon, R-II Crawford Co., R-III Steelville.
Dade No. 1	1,305	11,820,503	9,057	482,000	4.08	R-I Lockwood, R-II Dadeville, R-III Everton, R-IV Greenfield.
Dallas No. 1	1,671	9,680,830	5,793	636,000	6.57	R-I Dallas Co., C-11 Tunas.
Daviess No. 1	1,758	16,235,797	9,235	534,967	3.29	R-I Coffey, R-II Pattonsburg, R-III Jameson, R-V Gallatin, R-VI Winston, R-VII Tri-County.
DeKalb No. 1	1,637	16,981,790	10,373	227,000	1.34	R-0 Osborn, R-I Maysville, R-II Union Star, R-VI Fair Port, C-2 Stewartsville.
Dent No. 1	2,281	12,228,605	5,354	649,000	5.31	R-I Oak Hill, R-II Green Forest, R-III Dent-Phelps, R-IV North Wood, R-V Salem.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Douglas No. 1	1,763	$ 7,565,467	$ 4,291	$ 333,920	4.41	R-I Ava, R-II Skyline, R-VIII Plainview.
Dunklin No. 1	8,108	39,872,217	4,917	2,140,000	5.36	R-I Malden, R-II Campbell, R-III Holcomb, C-4 Clarkton, C-8 Senath, C-9 Southland, No. 39 Kennett, C-2 Rives.
Franklin No. 1	10,452	66,714,935	6,382	4,736,000	7.09	R-II Public School, R-III Franklin, R-XI Union, R-XII Robertsville, R-XIII St. Clair, R-XIV Londell, R-XV Spring Bluff, R-XVI Strain-Japan, C-2 Sullivan, No. 38 New Haven, Washington, No. 87 Anaconda, No. 96 Stanton, No. 5 Hulsey (Washington), No. 6 Pearidge (Washington).
Gasconade No. 1	2,451	22,358,573	9,122	951,000	4.25	R-I Hermann, R-II Owensville.
Gentry No. 1	1,662	18,995,965	11,429	694,000	3.65	R-I King City, R-II Stanberry, R-III Albany.
Greene No. 1	30,088	224,120,273	7,448	13,214,000	5.89	R-II Willard, R-III Republic, R-IV Ash Grove, R-V Walnut Grove, R-VI Strafford, R-VIII Logan, R-X Fair Grove, R-XII Springfield, R-IV Billings (Christian).
Grundy No. 1	2,320	22,542,130	9,716	1,669,000	7.37	R-II Spickard, R-V Grundy Co., R-VI Pleasant View, R-VII Laredo, R-IX Trenton.
Harrison No. 1	2,202	24,640,710	11,190	389,000	1.58	R-I Cainsville, R-II S. Harrison, R-III N. Harrison, R-IV Gilman City, R-V Ridgeway, R-VI Martinsville.
Henry No. 1	3,447	34,283,667	9,945	993,000	2.89	R-I Windsor, R-II Pleasant View, R-III Shawnee, R-IV Norris, R-V Blairstown, R-IX Leesville, R-XII Davis, R-XIV Montrose, R-XV Deepwater, C-10 Union School, No. 33 Garland, No. 37 Curtis, No. 38 Collins, No. 39 Land, No. 44 Deer Creek, No. 57 Pretty Bob, No. 58 Greenridge, No. 61 New Harmony, No. 91 Suprise, No. 92 Richland, Clinton, R-VIII Calhoun.
Holt No. 1	1,201	16,942,940	14,107	270,000	2.18	R-I South Holt, R-II Mound City, R-III Craig.
Howard No. 1	1,740	14,041,223	8,069	923,000	6.57	R-II Glasgow, R-III Fayette, C-2 Myers, C-4 Armstrong, No. 10 Possum, No. 18 Dudgeon, No. 22 Liberty, R-VIII Harrisburg (Boone).

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Howell No. 1	5,380	$ 24,009,145	$ 4,462	$ 1,743,989	7.26	R-I Howell Valley, R-III Mountain View, R-IV Willow Springs, R-V Richards, R-VII West Plains, R-VIII Glenwood, R-XI Fair View, C-2 Peace Valley, C-12 Junction Hill.
Iron No. 1	2,954	15,344,335	5,194	364,000	2.37	R-I South Iron, R-II Arcadia Valley, R-III Belleview, C-4 Iron Co.
Jackson No. 1	22,756	103,575,166	4,551	9,312,000	8.99	R-I Fort Osage, No. 30 Independence, R-IV Blue Springs, R-VI Oak Grove, R-V Grain Valley, No. 14 Courtney.
Jackson No. 2	22,048	127,611,633	5,787	11,810,000	9.25	C-4 Grandview, R-VII Lee's Summit, C-1 Hickman Mills, C-6 Lone Jack.
Jackson No. 3	19,804	79,439,800 plus portion of K.C. valuation of 855,104,388	N.A.	7,552,000 plus portion of K.C. debt of 35,537,000	N.A.	C-2 Raytown, Kansas City Southeast High School.
Jackson No. 4	17,974	53,967,000 plus portion of K.C. valuation of 855,104,388	N.A.	5,304,000 plus portion of K.C. debt of 35,537,000	N.A.	Kansas City Paseo High School, Kansas City Southwest High School, No. 58 Center.
Jackson No. 5	25,112	Portion of K.C. valuation of 855,104,388	N.A.	Portion of K.C. debt of 35,537,000	N.A.	Kansas City East High School, Kansas City Van Horn High School, Kansas City Central High School.
Jackson No. 6	23,839	28,324,820 plus portion of K.C. valuation of 855,104,388	N.A.	Portion of K.C. debt of 35,537,000	N.A.	Kansas City Westport High School, Kansas City Manual High School, Kansas City Lincoln High School, Kansas City Northeast High School, No. 15 Pleasant Valley.
Jasper No. 1	17,834	128,759,518	7,219	5,981,828	4.65	R-I Carl Junction, R-II Sarcoxie, R-V Jasper, R-VII Webb City, R-VIII Joplin, R-IX Carthage, R-XIII Avilla, C-91 Carterville, No. 61 LaGrange, No. 62 Marion, No. 78 Green Grove, No. 79 Forest Mill.
Jefferson No. 1	23,432	99,314,780	4,238	9,489,500	9.55	R-I Northwest, R-II Grandview, R-III Hillsboro, R-IV Antonia, R-V Dunklin, R-VI Festus, R-VII Jefferson, R-VIII Athena, R-IX Sunrise, C-1 Windsor, C-6 Fox, No. 47 Crystal City, No. 73 DeSoto.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Johnson No. 1	5,877	$ 36,533,412	$ 6,216	$ 1,803,000	4.93	R-I Kingsville, R-II Farmers, R-III Holden, R-IV Chilhowee, R-V Centerview, R-VI Warrensburg, R-VIII Knob Noster, R-X Leeton, No. 1 Valley Grove.
Knox No. 1	1,182	12,879,230	10,896	937,000	7.28	R-I Knox.
Laclede No. 1	3,973	19,684,375	4,954	657,350	3.34	R-I Conway, R-III Lebanon, C-2 Competition, C-4 Gasconade, C-5 Laclede Co., No. 2 Zion, No. 6 Eldridge, No. 17 Merchant, No. 24 Kapp, No. 35 Cook, No. 44 Detherage, No. 61 Dry and Dusty, No. 62 Washington, No. 63 Independence.
Lafayette No. 1	5,220	45,813,571	8,776	3,322,400	7.25	R-II Concordia, R-V Lexington, R-VII Odessa, R-IX Wellington-Napoleon, R-X Alma, C-1 Lafayette Co.
Lawrence No. 1	4,049	24,445,941	6,037	1,475,000	6.03	R-II Miller, R-V Mt. Vernon, R-VII Verona, R-VIII Aurora, R-IX Marionville.
Lewis No. 1	2,455	17,253,415	7,027	275,000	1.59	R-V Canton, C-1 Lewis Co.
Lincoln No. 1	3,538	28,249,915	7,984	1,309,000	4.63	R-I Silex, R-II Elsberry, R-III Troy, R-IV Winfield.
Linn No. 1	3,759	29,240,252	7,778	1,469,000	5.02	R-I Browning, R-II Bucklin, R-IV Meadville, R-V Marceline, R-III Brookfield.
Livingston No. 1	2,796	28,484,610	10,187	1,175,000	4.12	R-I Southwest, R-II Chillicothe, R-III Chula, R-IV Wheeling.
McDonald No. 1	1,869	8,903,367	4,763	721,000	8.09	R-I McDonald Co.
Macon No. 1	2,876	23,313,620	8,106	1,107,000	4.75	R-I Macon, R-II LaPlata, C-1 Elmer, C-3 Atlanta, C-4 Bevier, C-5 New Cambria, C-6 Ethel, C-8 Callao, No. 58 Hazel Grove, No. 65 Lundy.
Madison No. 1	1,953	10,112,674	5,178	545,000	5.38	R-I Fredericktown, R-VI Marquand-Zion.
Maries No. 1	1,826	8,051,563	4,409	415,000	5.15	R-I Vienna, R-II Belle, No. 56 Brinktown, R-III Bland (Gasconade).
Marion No. 1	5,390	46,189,888	8,569	1,843,000	3.99	R-I Palmyra, No. 41 Clear Creek, No. 60 Hannibal, No. 58 Turner.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Mercer No. 1	1,056	$ 12,738,153	$12,062	$ 146,000	1.15	R-III N. Mercer, R-IV Ravanna, R-V Princeton.
Miller No. 1	3,488	24,991,281	7,164	1,502,000	6.01	R-I Eldon, R-II School of the Osage, R-III Tuscumbia, R-IV St. Elizabeth, R-V Iberia.
Mississippi No. 1	4,601	28,344,256	6,160	2,653,400	9.36	R-I Charleston, R-II East Prairie.
Moniteau No. 1	2,511	19,069,984	7,594	901,000	4.72	R-I California, R-III Highpoint, R-V Latham, R-VI Tipton, C-1 Jamestown, C-2 Clarksburg, R-VI Otterville (Cooper).
Monroe No. 1	1,186	13,770,950	11,611	555,000	4.00	R-II Paris, C-2 Holliday, No. 62 Sanford, C-1 Middle Grove, C-3 Madison, No. 94 Duncan's Bridge.
Monroe-Marion-Ralls-Shelby No. 1	1,370	11,513,563	8,404	895,000	7.77	R-I Monroe City, R-II Marion (Marion).
Montgomery No. 1	2,041	18,101,571	8,868	1,122,000	6.19	R-I Wellsville-Middletown, R-II Montgomery Co.
Morgan No. 1	1,552	15,075,593	9,905	384,500	2.55	R-I Stover, R-II Versailles.
New Madrid No. 1	6,417	43,913,519	6,843	2,173,500	4.95	R-I Portageville, R-II Risco, R-III Parma, R-IV Lilbourn, R-V Matthews, R-VI New Madrid, No. 24 Higgerson, No. 37 Gideon.
Newton No. 1	6,795	28,596,489	4,208	2,385,000	8.34	R-IV Diamond, R-V Neosho, R-VI E. Newton, R-VII Seneca, C-6 Westview.
Nodaway No. 1	3,832	45,642,040	11,910	1,411,000	3.09	R-I W. Nodaway, R-II Maryville, R-IV South Nodaway, R-V N. E. Nodaway, R-VI N. Nodaway, C-123 Jefferson, R-VII Nodaway-Holt.
Oregon No. 1	2,126	9,582,235	4,507	823,000	8.58	R-I Couch, R-II Thayer, R-III Koshkonong, R-IV Alton.
Osage No. 1	1,496	13,676,494	9,142	367,000	2.68	R-I Chamois, R-II Linn, R-III Westphalia.
Ozark No. 1	1,483	7,211,766	4,862	380,000	5.26	R-I Thornfield, R-III Dora, R-IV Bakersfield, R-V Gainesville, R-VI Lutie.
Pemiscot No. 1	8,016	35,865,880	4,474	1,908,000	5.31	R-I N. Pemiscot, R-II Hayti, R-III Pemiscot Co., R-IV Cooter, R-V S. Pemiscot, C-7 Delta, No. 18 Caruthersville.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Perry No. 1	1,898	$ 20,689,110	$10,900	$ 948,000	4.58	No. 10 Menfro, No. 32 Perryville, No. 21 Roch Valley, No. 24 Boxdorfer, No. 26 Crosstown, No. 27 Union, No. 29 Hager, No. 33 Hunt, No. 39 Wilhelm, No. 40 Highland, No. 41 Cashion, No. 47 Wittenberg, No. 48 Altenburg, No. 49 Frohna, No. 50 Fiehler, No. 51 Uniontown, No. 52 Hoffman, No. 53 New Frame, No. 71 Longtown, No. 72 Brewerville, No. 73 Bois-Brule.
Pettis No. 1	6,637	52,972,227	7,981	2,276,000	4.29	R-I Sweet Springs, R-IV LaMonte, R-V Hughesville, R-VI Smithton, R-VIII Green Ridge, R-XII Walnut, No. 29 Striped College, No. 30 High Point, No. 33 Sunnyside, No. 35 Tanglenook, No. 36 Georgetown, No. 54 Camp Branch, No. 105 Bothwell, No. 200 Sedalia.
Phelps No. 1	5,390	30,642,850	5,685	2,456,000	8.01	R-I St. James, R-II Newburg, R-III Edgar Springs, No. 13 Macedonia, No. 14 Miller, No. 20 Corinth, No. 21 Flat, No. 31 Rolla, No. 32 Strawhun, No. 86 Vida, No. 40 Pleasant Ridge (Maries).
Pike No. 1	3,611	31,424,243	8,702	1,976,500	6.28	R-I Bowling Green, R-II Louisiana, R-III Clompton, R-IV Ashley, R-X Boncl.
Platte No. 1	7,139	52,128,557	7,301	4,463,000	8.56	R-I Dearborn, R-II Weston, R-III Platte City, R-V Park Hill.
Polk No. 1	3,095	18,954,680	6,124	968,000	5.10	R-I Bolivar, R-II Fair Play, R-III Halfway, R-IV Humansville, R-V Marion C. Early, R-VI Pleasant Hope.
Pulaski No. 1	7,905	16,127,357	2,040	914,000	5.66	R-I Dixon, R-II Crocker, R-III Swedeborg, R-IV Richland, R-V Laquey, R-VI Waynesville, R-VII Big Piney.
Putnam No. 1	1,135	12,963,867	11,421	154,928	1.20	R-I Unionville, R-III W. Putnam.
Ralls No. 1	1,110	8,612,621	7,815	336,000	2.45	R-II Ralls Co.
Randolph No. 1	4,094	32,964,875	8,052	2,378,000	7.21	R-I Westran, R-IV Northeast, R-V Renick, R-VI Clark, R-VIII Higbee, C-1 Yates, Moberly, No. 37 Sugar Creek, No. 52 Grimes, No. 55 Brooks.
Ray No. 1	2,795	20,617,965	7,376	582,000	2.82	R-I Stet, R-III Knoxville, R-XI Orrick, R-XIII Richmond, C-2 Hardin-Central.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Reynolds No. 1	1,610	$ 12,232,945	$ 7,598	$ 704,000	5.95	R-I Centerville, R-II Southern, R-III Bunker, R-IV Lesterville, No. 29 Corridon-Reynolds.
Ripley No. 1	2,186	8,444,860	3,863	511,390	6.06	R-I Doniphan, R-II Naylor, R-III Gatewood, R-IV Briar, No. 25 Spell.
St. Charles No. 1	16,758	121,690,587	7,261	10,702,500	8.80	R-II Ft. Zumwalt, R-III Francis Howell, R-IV Wentzville, R-V St. Charles, St. Charles.
St. Clair No. 1	1,410	11,740,265	8,326	172,000	1.47	R-II Appleton City, C-1 Roscoe, C-3 Collins, C-4 Lowry City, No. 25 Liberty, No. 76 Burgess, No. 78 Union, Osceola.
St. Francois No. 1	8,562	46,050,230	5,378	2,270,000	4.92	R-I N. County, R-III Flat River, R-IV Leadwood, R-V Bismarck, R-VII Farmington, C-1 Knob Lick, C-2 Libertyville, No. 3 Blackwell, No. 66 Busick, No. 67 Cross Roads, R-V Coffman (Ste. Genevieve).
Ste. Genevieve No. 1	1,320	15,614,358	11,829	1,457,000	9.33	R-II Ste. Genevieve.
St. Louis No. 1	20,722	145,910,000 plus portion of St. Louis valuation of 1,745,163,440	N.A.	11,681,000 plus portion of St. Louis debt of 40,215,000	N.A.	R-IX Mehlville, Hancock Place, 102 Bayless, St. Louis Cleveland High School.
St. Louis No. 2	19,324	Portion of St. Louis valuation of 1,745,163,440	N.A.	Portion of St. Louis debt of 40,215,000	N.A.	St. Louis McKinley High School, St. Louis Roosevelt High School.
St. Louis No. 3	19,462	166,005,910 plus portion of St. Louis valuation of 1,745,163,440	N.A.	12,151,000 plus portion of St. Louis debt of 40,215,000	N.A.	101 Affton, Webster Groves, St. Louis Southwest High School.
St. Louis No. 4	19,191	232,806,231	12,131	17,539,000	7.53	R-VII Kirkwood, R-VIII Lindbergh.
St. Louis No. 5	12,595	315,224,929	25,027	14,455,000	4.58	Brentwood, Clayton, Ladue, Maplewood.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
St. Louis No. 6	21,938	$221,760,080	$10,108	$16,497,000	7.43	R-III Pattonville, Ritenour.
St. Louis No. 7	15,109	215,508,520	14,264	11,456,000	5.31	Normandy, University City.
St. Louis No. 8	18,755	21,059,220 plus portion of St. Louis valuation of 1,745,163,440	N.A.	1,805,000 plus portion of St. Louis debt of 40,215,000	N.A.	Wellston, St. Louis Soldan High School.
St. Louis No. 9	23,442	Portion of St. Louis valuation of 1,745,163,440	N.A.	Portion of St. Louis debt of 40,215,000	N.A.	St. Louis Beaumont High School, St. Louis Sumner High School.
St. Louis No. 10	21,171	Portion of St. Louis valuation of 1,745,163,440	N.A.	Portion of St. Louis debt of 40,215,000	N.A.	St. Louis Vashon High School, St. Louis Central High School.
St. Louis No. 11	17,005	148,159,090 plus portion of St. Louis valuation of 1,745,163,440	N.A.	10,139,000 plus portion of St. Louis debt of 40,215,000	N.A.	Jennings, Riverview Gardens, St. Louis Northwest High School.
St. Louis No. 12	17,455	168,197,620	9,636	14,088,000	9.58	Hazelwood.
St. Louis No. 13	22,458	221,759,820	9,874	16,129,000	7.27	R-II Ferguson, Berkeley, Kinloch.
St. Louis No. 14	19,595	189,111,180	9,650	15,870,000	8.39	R-VI Rockwood, Parkway, Valley Park.
Saline No. 1	4,288	42,992,306	10,026	1,063,750	2.47	R-I Miami, R-II Central, R-IV Orearville, R-V Malta Bend, R-VII Sweet Springs, R-IX Jester, R-X Hardeman, R-XI Napton, R-XII Elgin, R-XVI Nelson, C-4 Gilliam, No. 38 Sulphur Springs, No. 53 Chappell, No. 61 Elm Grove, No. 62 Shackelford, No. 67 Sunnyside, No. 82 Green Mound, No. 100 Blackwater, No. 118 Arrow Rock, Marshall, Slater.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Schuyler No. 1	1,075	$ 7,526,122	$ 7,001	$ 42,750	0.57	R-I Schuyler.
Scotland No. 1	1,161	12,817,835	11,040	371,500	2.90	R-I Memphis, R-III Gorin, R-IV Rutledge, R-V Bible Grove, C-1 Granger, No. 7 N. Barker, No. 8 Spees, No. 14 Prospect Grove.
Scott No. 1	5,874	32,108,109	5,466	1,539,000	4.79	R-III Oran, R-IV Scott Co., R-V Morley, R-VI Sikeston.
Shannon No. 1	1,394	5,415,615	3,884	285,044	5.26	R-I Eminence, R-II Birch Tree, R-III Winona, No. 13 Timber, No. 39 Maple Grove, No. 40 Cotoreva.
Shelby No. 1	1,784	19,231,555	10,780	1,539,000	8.00	R-IV Shelby Co., C-1 Shelby Co.
Stoddard No. 1	6,356	34,191,378	5,379	1,423,000	4.16	R-I Richland, R-II Bell City, R-IV Advance, R-VIII Puxico, R-XI Dexter, R-XIII Bernice, R-XIV Bloomfield.
Stone No. 1	1,930	12,800,571	6,632	756,000	5.90	R-I Hurley, R-II Galena, R-III Crane, R-IV Reeds Springs, R-V Blue Eye.
Sullivan No. 1	1,322	13,389,240	10,128	683,000	5.10	R-I Green City, R-III Newton-Harris, C-2 Milan.
Taney No. 1	2,146	17,525,270	8,166	924,000	5.27	R-I Bradleyville, R-II Taneyville, R-III Forsyth, R-IV Branson, R-V Hollister, R-VI Kirbyville, R-VII Cedar Creek, R-VIII Mark Twain.
Texas No. 1	4,541	19,342,066	4,259	1,096,000	5.67	R-I Houston, R-II Summersville, R-IV Cabool, R-V Plato, R-VI Success, R-VII Raymondville, R-VIII Licking, No. 3 Arroll, No. 4 Stallman, No. 42 Brown Hill, No. 72 Gravel Point, No. 115 Lone Oak, No. 122 Murr, No. 133 Tyrone, No. 8 Cedar Grove (Shannon).
Vernon No. 1	3,267	24,810,057	7,595	1,036,000	4.17	R-I Schell City, R-II Metz, R-IV Walker, R-V Nevada, R-VII Bronaugh, R-VIII Sheldon.
Warren No. 1	1,700	12,190,075	7,170	841,500	6.89	R-II Wright City, R-III Warrenton.
Washington No. 1	3,404	22,665,530	6,658	1,491,000	6.57	R-III Potosi, R-VI Valley, R-VII Richmond, No. 14 Kingston.

TABLE 18 (Continued)

Proposed Local School Unit	1967-68 Enrollment Grades 1-12	Assessed Valuation	Assessed Valuation Per Enrollee	Bonded Indebtedness	Per Cent B.I. is of A.V.	Present Districts
Wayne No. 1	1,823	$ 6,841,140	$ 3,752	$ 465,600	6.80	R-I Clearwater, R-II Greenville, No. 7 Mt. View, No. 73 Union Hill, No. 11 Clubb, No. 15 Hiram, No. 16 White Hollow.
Webster No. 1	2,867	13,193,214	4,601	1,137,957	8.62	R-I Marshfield, R-II Seymour, R-III Fordland, R-V Niangua.
Worth No. 1	716	11,793,960	16,472	408,000	3.46	R-I Worth, R-II Sheridan.
Wright No. 1	3,478	13,849,308	3,920	917,500	6.62	R-I Norwood, R-II Hartville, R-III Mountain Grove, R-IV Mansfield, R-V Manes.

NOTE: N.A. indicates figures not available.
B.I. indicates bonded indebtedness.
A.V. indicates assessed valuation.

THE IMPLEMENTATION OF THE RECOMMENDED SCHOOL DISTRICT REORGANIZATION SHOULD BE SCHEDULED OVER A THREE-YEAR PERIOD

Stronger and more effective educational organization in Missouri requires considerable new as well as corrective action in regard to the consitutional and statutory framework applicable to education. The statements which follow have the purpose of recommending to the General Assembly a sequential pattern of events which would permit the establishment of the recommended reorganization plan in an orderly manner. The implementation of the plan should be scheduled over a three-year period in the following sequence:

1. The 20 regional planning districts should be established immediately by action of the General Assembly. They would serve only as regional planning districts until a plan of local school units has been approved in every regional planning district. At that time the General Assembly shall convert the 20 regional planning districts into regional school districts and their boards into boards of education.

2. The election of initial boards of the regional planning districts shall be conducted under supervision of the State Board of Education and shall be in accordance with the procedure for election of 'regional school district boards' as provided on page 78 of this report, except that until the regional planning board shall become the regional school district board, nominations for the boards of the regional planning districts shall be made solely by petition of fifty (50) freeholders from the respective regional districts.

   Of the first regional board elected, the four (4) who receive the highest number of votes shall be elected for six (6) years; the four (4) receiving the next highest number of votes shall be elected for four (4) years; and the four (4) receiving the next highest number of votes shall be elected for two (2) years.

3. The responsibilities of the board in each regional planning district shall be limited to carrying out the processes for establishing an approved plan of local school units until such time as an approved plan has been established in every regional planning district.

4. No taxing authority shall be granted to the regional planning district until such time as an approved plan of local school units has been established in every regional planning district and the regional planning districts have been converted by the General Assembly into regional school districts. Each regional planning district shall be financed by legislative appropriation until reorganization into approved local school units has been achieved.

5. The board of each regional planning district shall select and employ the necessary staff to conduct the process of implementing an approved reorganization program.

6. The board of each regional planning district shall immediately conduct a study of the educational conditions and needs of the region; consult with school officials and residents of local school districts, the county boards of education, the county superintendents, and the State Department of Education; and prepare a plan of local school units for the entire region. The board may submit the plan proposed in this report, a revision of it, or a completely new plan. Within a period of 12 months from the date of the establishment of the regional planning district, the board shall submit the reorganization plan for that region to the State Board of Education for approval.

The State Board of Education shall check the plan to make sure that the number of local school units shall not exceed the number, as designated in the reorganization plan approved by the Missouri School District Reorganization Commission, by more than fifty (50) per cent or by five (5) local school units, whichever is the smaller, and that each unit in the proposed plan shall conform to the "Criteria" as accepted by the Missouri School District Reorganization Commission.

After approval of the plan of local school units by the State Board of Education, the plan shall be submitted to the electors of the school districts in the regional planning district. If approved by a majority of the citizens voting on the proposal, the new plan of local school units shall be established on the date determined by the General Assembly.

7. If a majority of the citizens voting on the plan of local school units in any regional planning district fails to approve it, the board of the regional planning district shall prepare a revised plan of local school units, which must conform to the same requirements regarding number of local school units and "Criteria" for each local school unit as applied to the first proposed plan. Within a period of one year from the election on the first plan, the board of the regional planning district shall submit the revised plan to the State Board of Education. After approval by the State Board of Education, the revised plan of local school units shall be submitted to the electors of the school districts within the regional planning district. If approved by a majority of the citizens voting on the proposal, the new plan of local school units shall be established on the date determined by the General Assembly.

8. If a majority of the citizens voting on the revised district organization plan in any regional planning district fails to approve it, a plan of local school units shall be prepared by the State Board of Education, in consultation with the board of the regional planning district, within a period of six months from the date of the election. In that plan the number of local school units shall not exceed the number, as designated in the reorganization plan approved by the Missouri School District Reorganization Commission, by more than fifty (50) per cent or by five (5) local school units, whichever is the smaller. Also, each local school unit shall conform to the "Criteria" as accepted by the Missouri School District Reorganization Commission. The plan of local school units as prepared by the State Board of Education in consultation with the board of the regional planning district shall be established on the date determined by the General Assembly.

9. The complete statewide plan of local school units shall be implemented by the General Assembly as soon as an approved plan of local school units has been established in every regional planning district. The General Assembly shall determine the date that the regional planning districts become regional school districts and that local school units become operative.

10. The proposed schedule for implementing a statewide plan of school district reorganization can be summarized as follows:

    1969 SESSION OF GENERAL ASSEMBLY – establish the 20 regional planning districts by legislative action.

    JULY 1, 1970 – by this date the board of each regional planning district shall have submitted a plan of local school units, approved by the State Board of Education, to the electorate of the regional planning district.

JULY 1, 1971 – by this date, the board of each regional planning district in which the electorate rejected the plan of local school units shall have submitted a revised plan of local school units, approved by the State Board of Education, to the electorate of the regional planning district.

JANUARY 1, 1972 – by this date, the State Board of Education, in consultation with the board of each regional planning district in which the electorate rejected the revised plan of local school units, shall prepare a plan of local school units for such regions.

JULY 1, 1972 – by this date, the General Assembly shall implement the 20 approved plans of local school units and shall convert the 20 regional planning districts into 20 regional school districts. The entire statewide plan of school district reorganization shall become operative as of July 1, 1972. *However*, if the electors in all regional planning districts have approved plans of local school units by July 1, 1970 or July 1, 1971, the date for implementing the entire statewide plan of regional school districts and local school units can be correspondingly advanced from July 1, 1972.

SOME RELATED ACTIONS ARE NEEDED WITH THE IMPLEMENTATION OF SCHOOL DISTRICT REORGANIZATION

Some supplementary actions are essential if a good school district reorganization is to function most successfully. Among the major ones are the following:

1. TAXING LIMITATIONS FOR SCHOOL SUPPORT WHICH ARE FOUND IN THE STATE CONSTITUTION ARE COMPLETELY UNREALISTIC AND SHOULD BE REMOVED.

Article X, section 11 (b) states that the tax imposed by school districts formed of cities and towns shall not exceed one dollar on the hundred dollars assessed valuation, except that in the City of St. Louis the annual rate shall not exceed eight-nine cents on the hundred dollars assessed valuation, and for all other school districts the rate shall not exceed sixty-five cents on the hundred dollars assessed valuation. On January 14, 1966, voters approved a constitutional amendment authorizing school districts formed of cities and towns and the City of St. Louis to set a tax rate not to exceed $1.25 on the hundred dollars assessed valuation without voter approval. The wisdom of such specific details in any constitution can well be questioned.

2. UNIFORM PROPERTY ASSESSMENT PROCEDURES AND POLICIES *SHOULD BE ESTABLISHED.*

With the creation of regional taxing units the need for uniform assessing is imperative.

3. ADDITIONAL STATE AID FOR ELEMENTARY AND SECONDARY SCHOOL EDUCATION SHOULD BE PROVIDED.

The property tax, as used by school districts and other governmental units, is approaching its limits and substantially more revenue is needed by school systems. Upon the implementation of the recommended plan of school district reorganization, the number of taxing units will be substantially reduced and the variations in the financial ability of the new districts will be much smaller. Thus, it will be possible to develop an expanded and more equitable program of state support.

4. IT MAY BE NECESSARY TO AMEND THE STATE CONSTITUTION IF LIMITED TAXING POWER IS TO BE GRANTED TO THE LOCAL SCHOOL UNITS.

   The major local taxing authority for the support of elementary and secondary school education should be vested in the regional school districts.

5. THE SEPARATE TEACHER RETIREMENT SYSTEMS WILL NEED TO BE COORDINATED.

   Some of the proposed local school units combine sections of the Kansas City and St. Louis school districts with suburban districts. In such combination local school units the present retirement benefits of staff members must be protected.

6. SUBSTANTIAL CHANGES MUST BE MADE IN PRESENT SCHOOL LAWS.

   The county boards of education should be abolished as their duties relating to school district reorganization will be performed by the boards of education of the regional school districts. The office of county superintendent of schools should be abolished as there will be no need for that position. The duties and activities of the Special District in St. Louis County should be transferred to the board of education of the East-West Gateway Regional School District.

7. THIS STUDY HAS NOT INCLUDED THE HARRIS TEACHERS COLLEGE, WHICH IS OPERATED BY THE ST. LOUIS CITY SCHOOL DISTRICT.

   No doubt the College serves a useful function. However, it is rather unusual to have a school district operate a teacher training institution. This institution and its relationships with other institutions of higher education need to be studied before a valid recommendation can be formulated.

8. THE STATE DEPARTMENT OF EDUCATION SHOULD EXPAND THE DIVISION HAVING RESPONSIBILITY FOR WORKING ON THE STATEWIDE PROGRAM OF SCHOOL DISTRICT REORGANIZATION.

   This unit, which must be adequately staffed and financed, should be an active participant in developing an adequate system of local school units in each regional school district.

9. THE ROLE OF THE STATE DEPARTMENT OF EDUCATION WILL NEED TO BE CHANGED.

   Upon the implementation of the statewide plan of school district reorganization, the number of school units will be substantially less. The units will be large enough to employ the professional personnel to develop and operate comprehensive educational programs. Thus, the Department will no longer have to enforce minimum standards in marginal districts and process the mass of reports from the multitude of districts. Its major role can become one of educational leadership.

10. ALTHOUGH THE NONPUBLIC SCHOOLS HAVE NOT BEEN INCLUDED IN THIS REORGANIZATION PROJECT, THEY COULD NOT BE IGNORED IN THE DEVELOPMENT OF THE RECOMMENDED PROGRAM.

    Only limited data are available regarding these schools. In 1966-67 the 82 accredited nonpublic secondary schools enrolled 34,909 students, or approximately 11.8 per cent of the total secondary school enrollment of the state. No comparable data were available for the nonpublic elementary schools. The nonpublic schools are currently facing critical problems of financing and staffing so the scope and nature of their future development are uncertain. The public school system must be ready to accept any and all students who may wish to enroll. The recommended reorganization program will make the public school system better able to respond to any demands made upon it due to any future changes in the programs of the nonpublic schools.

11. DURING THE NEXT THREE YEARS, OR UNTIL THE DATE SET BY THE GENERAL ASSEMBLY FOR THE ENTIRE STATEWIDE PLAN OF SCHOOL DISTRICT REORGANIZATION TO BECOME OPERATIVE, THE EXISTING STATUTORY PROVISIONS SHOULD CONTINUE IN FULL AFFECT EXCEPT THAT THE GENERAL ASSEMBLY SHOULD PROVIDE BY LAW THAT ANY PROVISION OF THE LAW NOTWITHSTANDING, ANY AND ALL PROPOSALS FOR REORGANIZATION, ANNEXATION, CONSOLIDATION OR CHANGE OF BOUNDARY SHALL BE APPROVED BY THE RESPECTIVE REGIONAL BOARD (OR BOARDS IF THE PROPOSED CHANGE SHALL CROSS REGIONAL BOUNDARIES) AND BY THE STATE BOARD OF EDUCATION BEFORE BEING PRESENTED FOR A VOTE OF THE PEOPLE IN THE AREAS AFFECTED.

    This action is very necessary in order to permit orderly reorganization to continue while at the same time taking every precaution to guarantee that such reorganization does not do violence to the region's or the state's long range plans for reorganization.

THE ACCEPTANCE OF THE RECOMMENDED PLAN OF DISTRICT REORGANIZATION WILL REQUIRE EXTENSIVE COOPERATIVE EFFORT

The recommended plan of district reorganization provides the organizational framework for making a comprehensive educational program available to every child in the state. The design of the proposed system of state-regional school district-local school unit is simple, as illustrated in the following relationships:

1. The state has the responsibility for developing a sound program of adequate state aid and of staffing and financing the State Department of Education so that it can provide the necessary statewide educational leadership.
2. The regional school district has major responsibility for levying the school taxes, for operating or directing the vocational and special education programs, and for educational planning and leadership in the region.
3. The operation of the elementary and secondary school system will be the responsibility of the local school unit. Thus the decisions relating to the location of attendance boundaries, the use of school buildings, the organization of the school system into elementary schools, junior high schools, and senior high schools, and the selection and assignment of staff members will be made by the board of the local school unit.

The suggested new statutory and constitutional provisions should be so structured as to permit a great deal of flexibility on the part of the regional school district in order to permit equally valid application to substantially different kinds of situations.

To secure acceptance of the recommended plan of district reorganization by the people of the state will require an extensive program of explanation. The plan is new and the first reaction to any change in the status quo is negative. The distinctive features of the regional school districts and the local school units will have to be described in detail. The serious inadequacies of the present organizational pattern must be spelled out. The advantages of the recommended reorganization – giving every child access to a comprehensive educational program and providing for equity in school support – must be emphsized. The campaign of information will require the active cooperation of every interested group and organization. The State Department of Education, the professional organizations, the school board association, the colleges and universities, and the Parent-Teacher Association should accept responsibility for leadership. This reorganization project has provided the blueprint for a major advance in public education in the state. The extent and speed with which the program is implemented rests with the citizens of Missouri.

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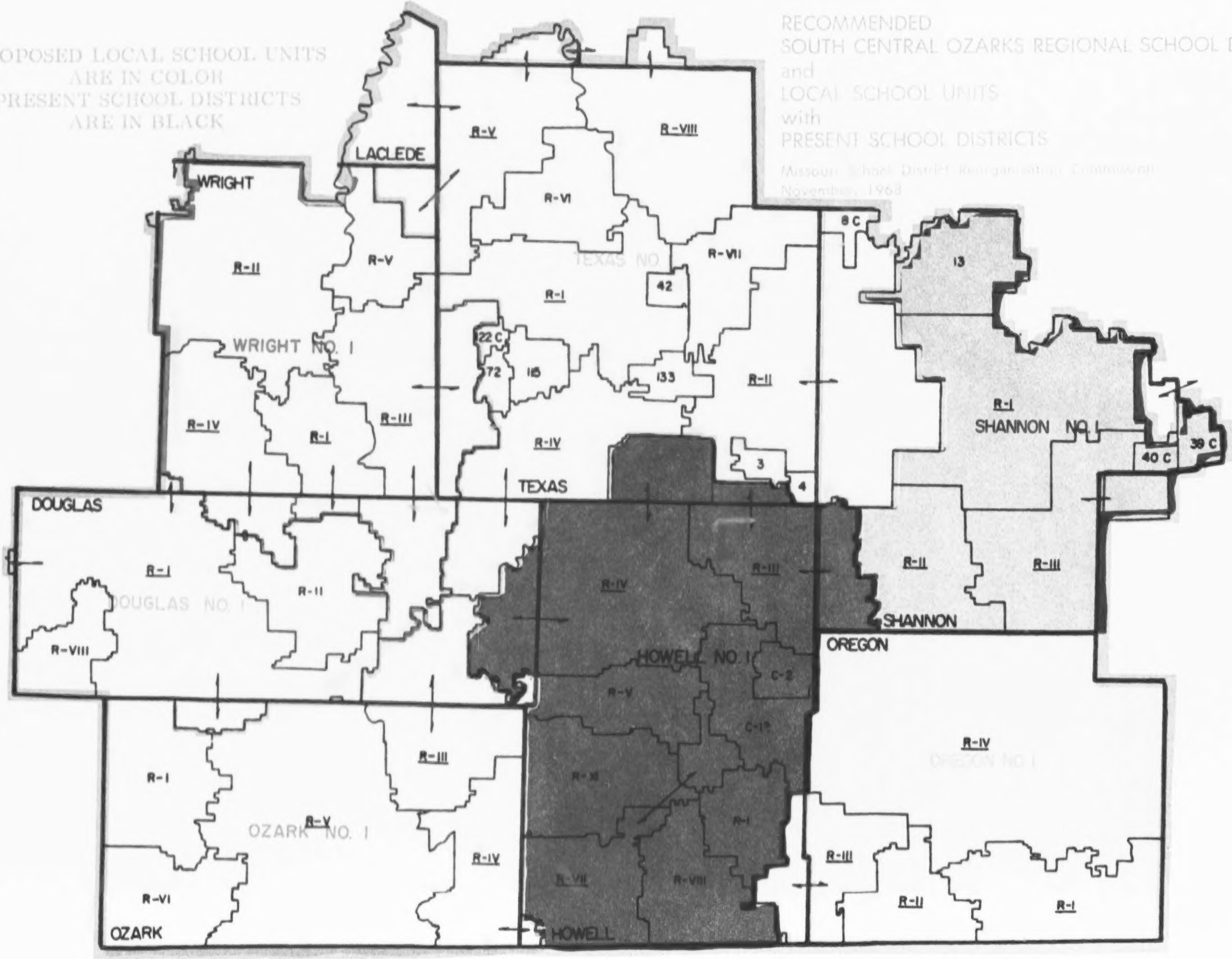

RECOMMENDED
SOUTH CENTRAL OZARKS REGIONAL SCHOOL DISTRICT
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with
PRESENT SCHOOL DISTRICTS

Missouri School District Reorganization Commission
November, 1968

PROPOSED LOCAL SCHOOL UNITS
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FOOTHILLS REGIONAL SCHOOL DISTRICT
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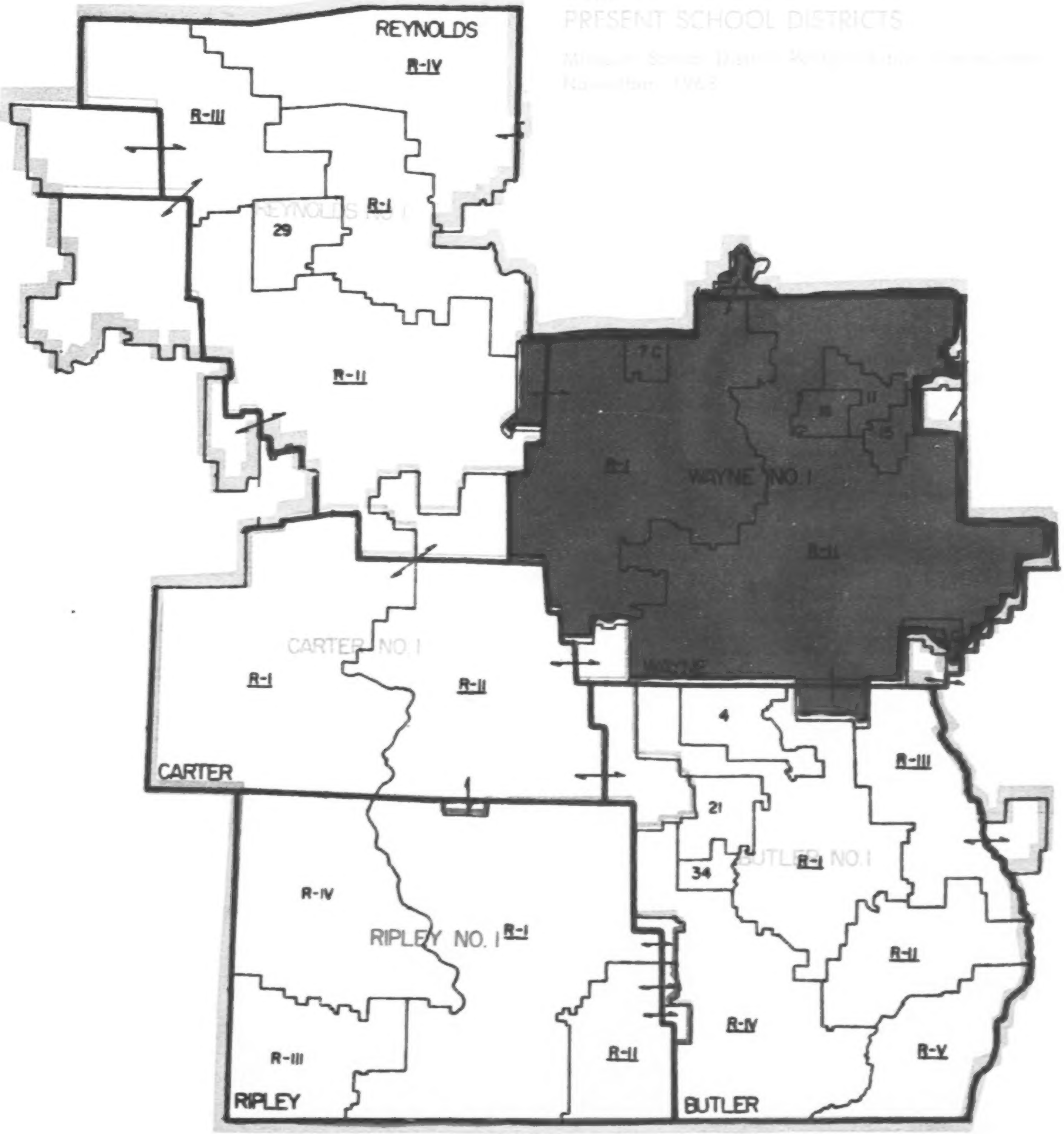
with
PRESENT SCHOOL DISTRICTS

Missouri School District Reorganization Commission
November, 1968



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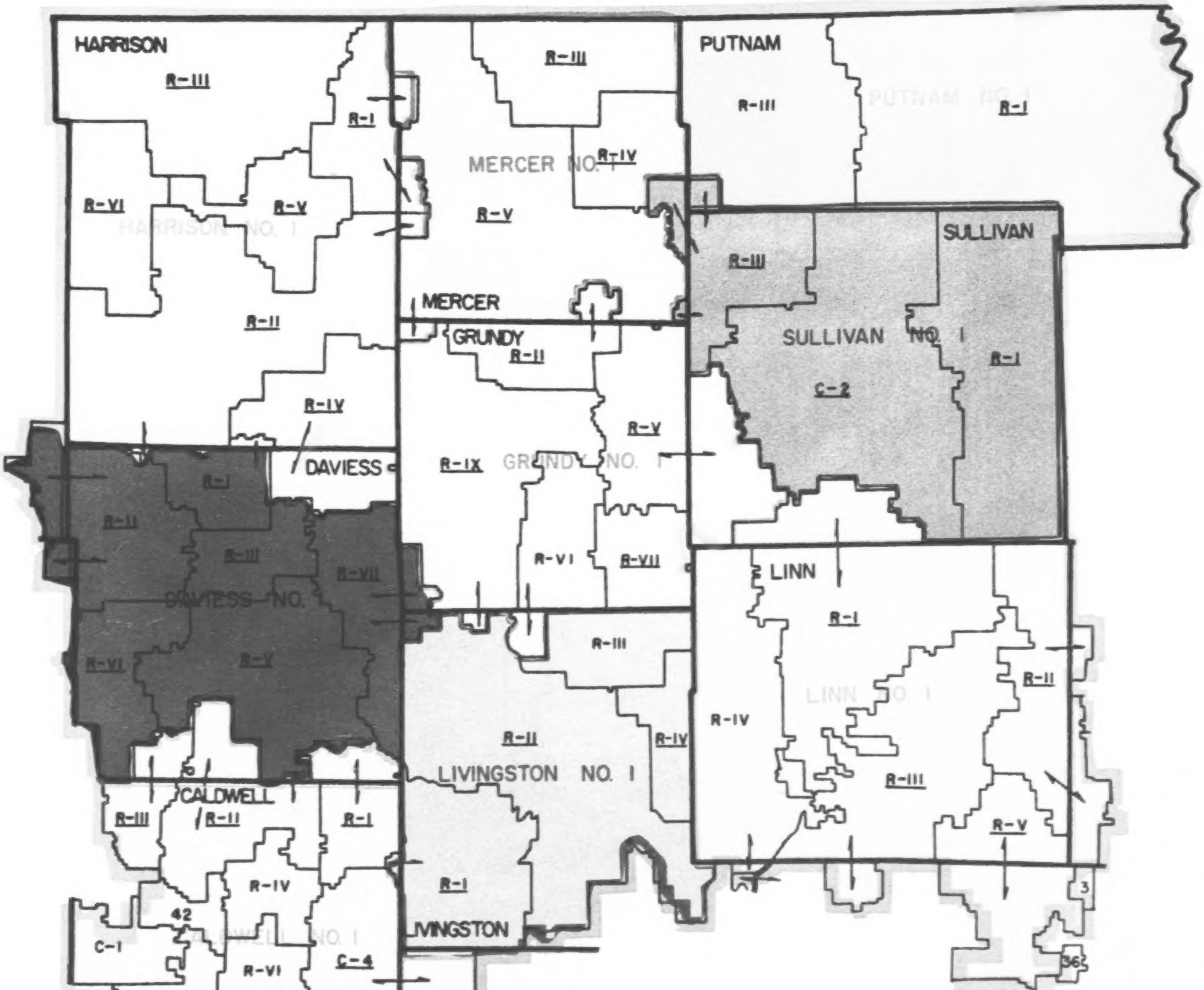

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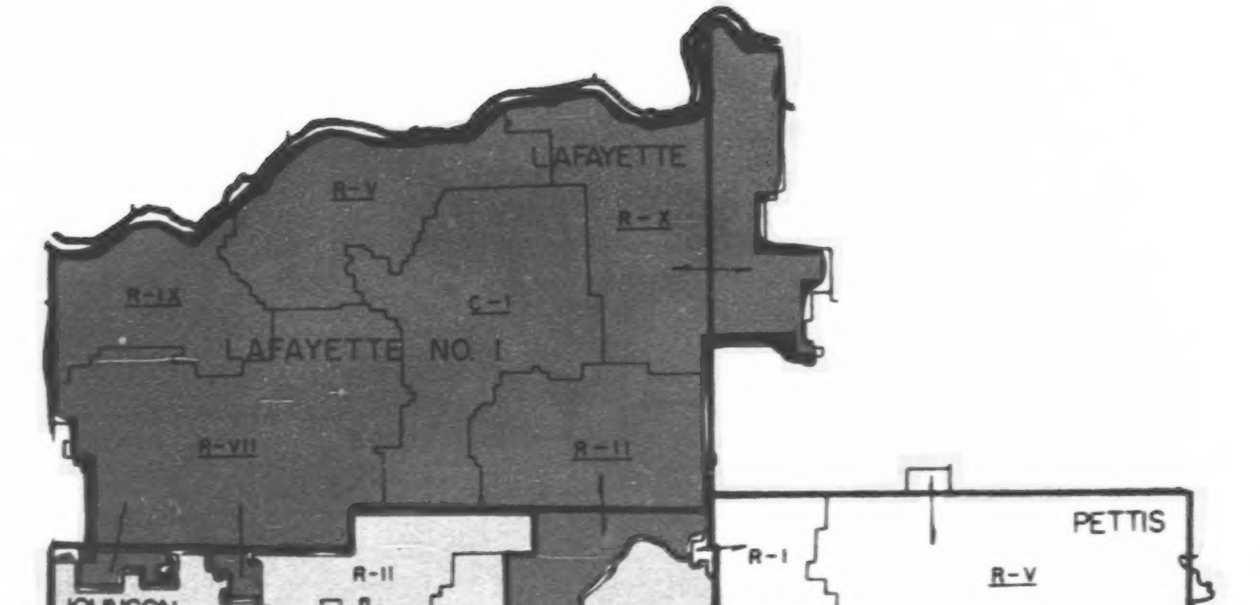
November, 1968



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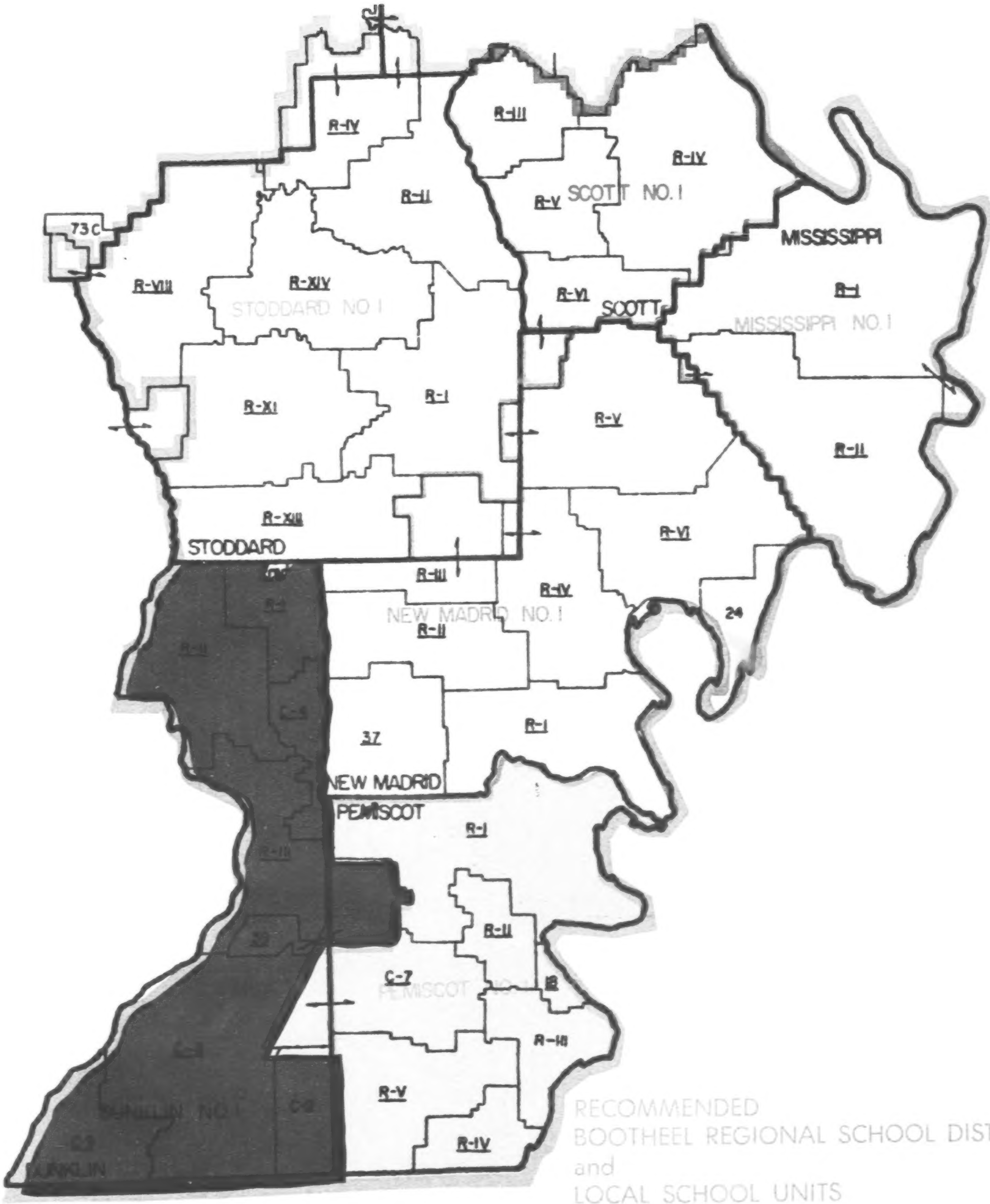

RECOMMENDED
BOOTHEEL REGIONAL SCHOOL DISTRICT
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Missouri School District Reorganization Commission
November, 1968

RECOMMENDED
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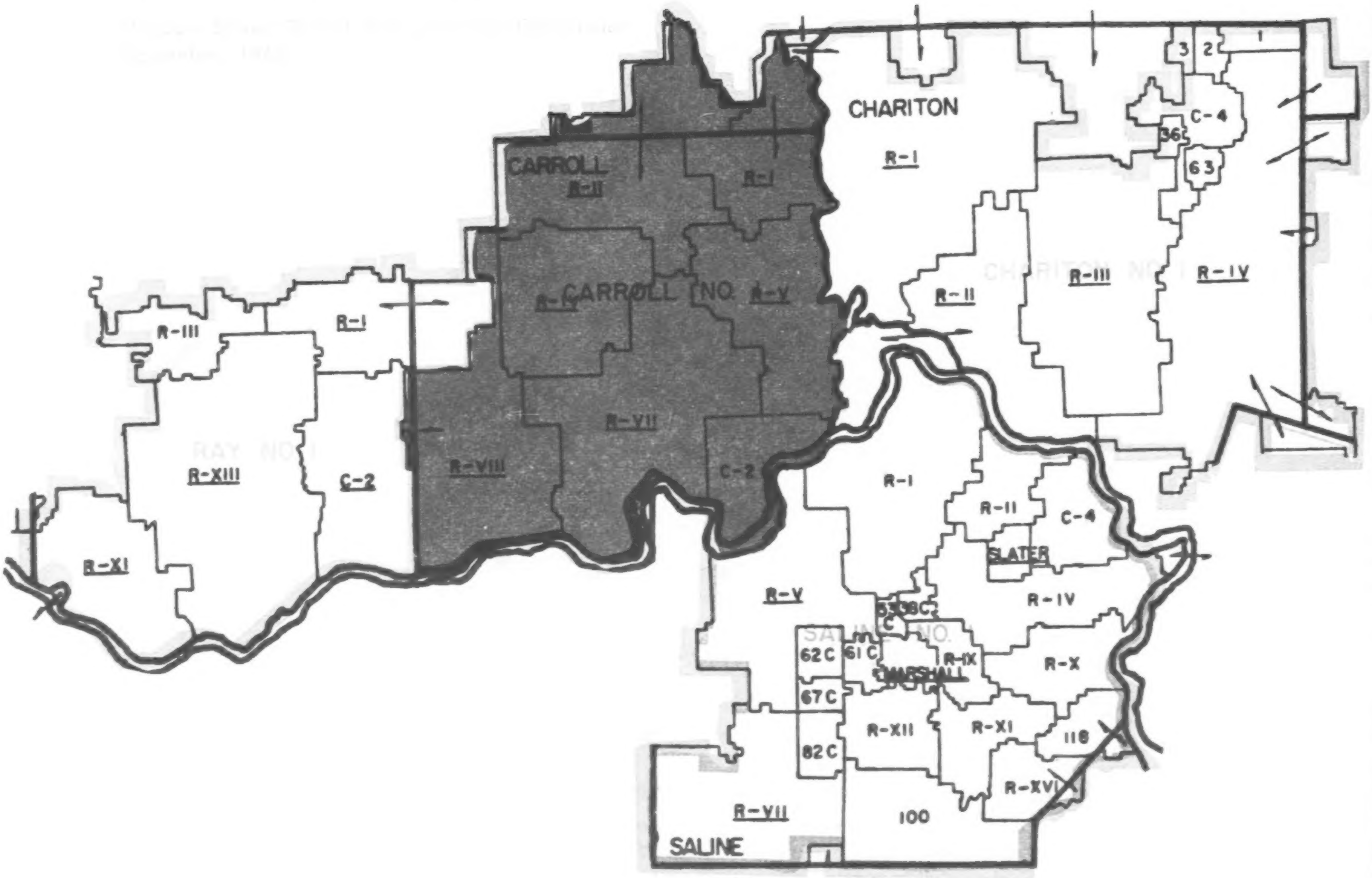

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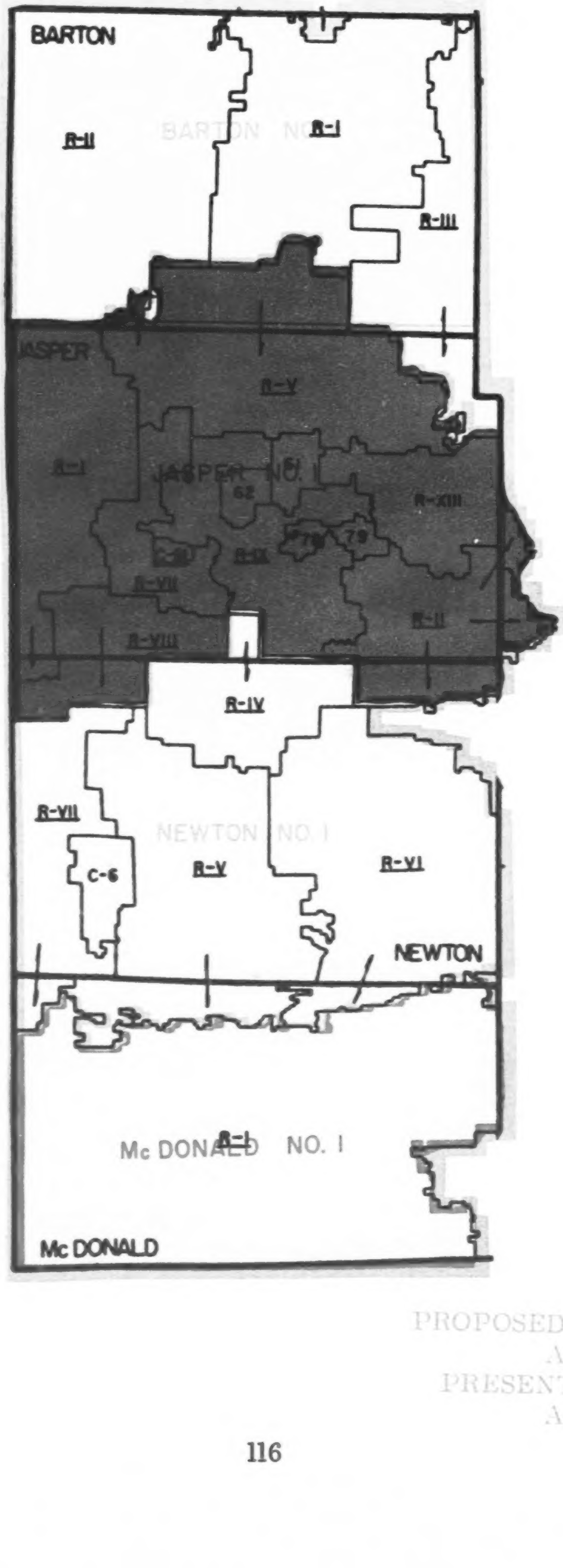
Missouri School District Reorganization Commission
November, 1968



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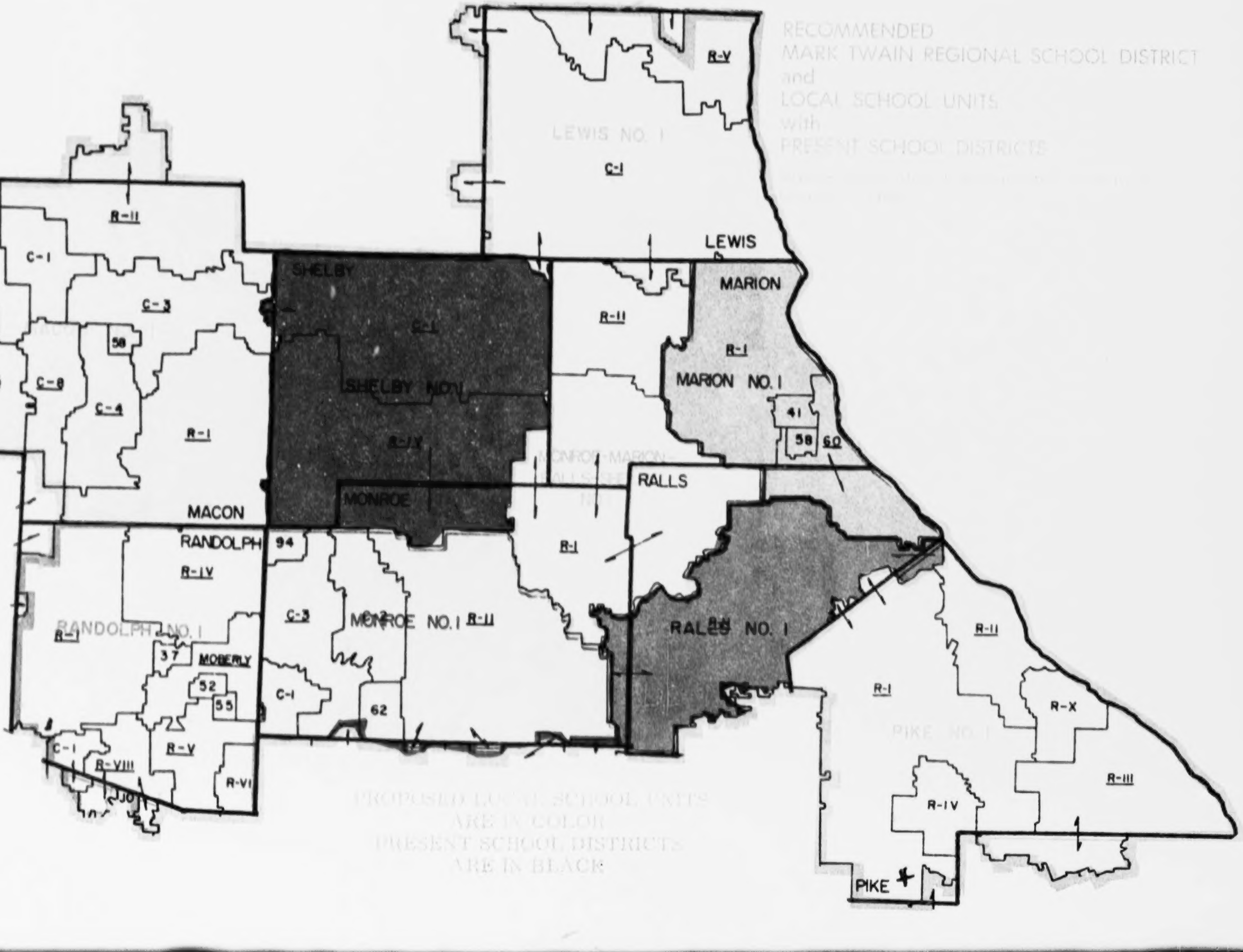

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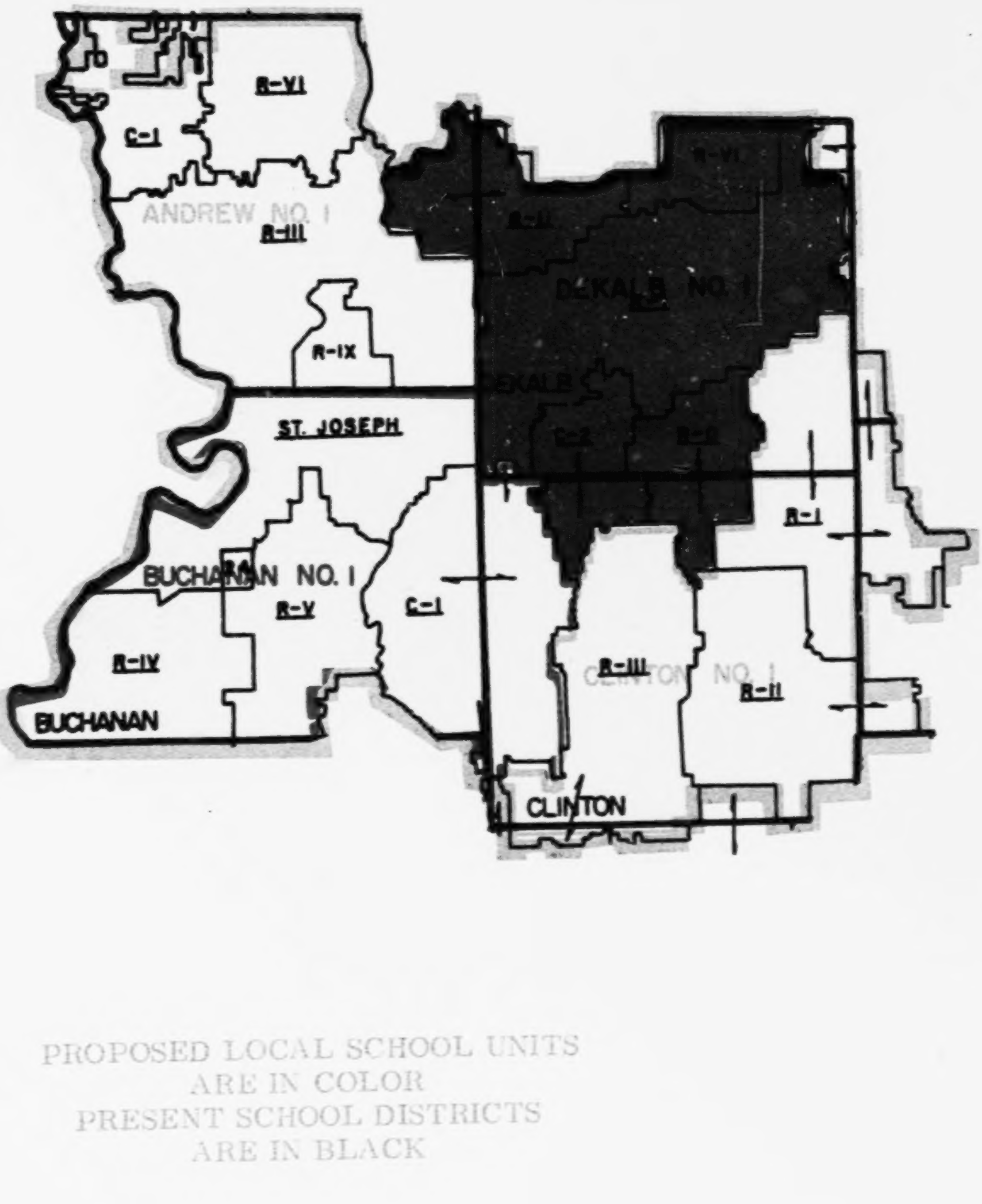
Missouri School District Reorganization Commission
November, 1968



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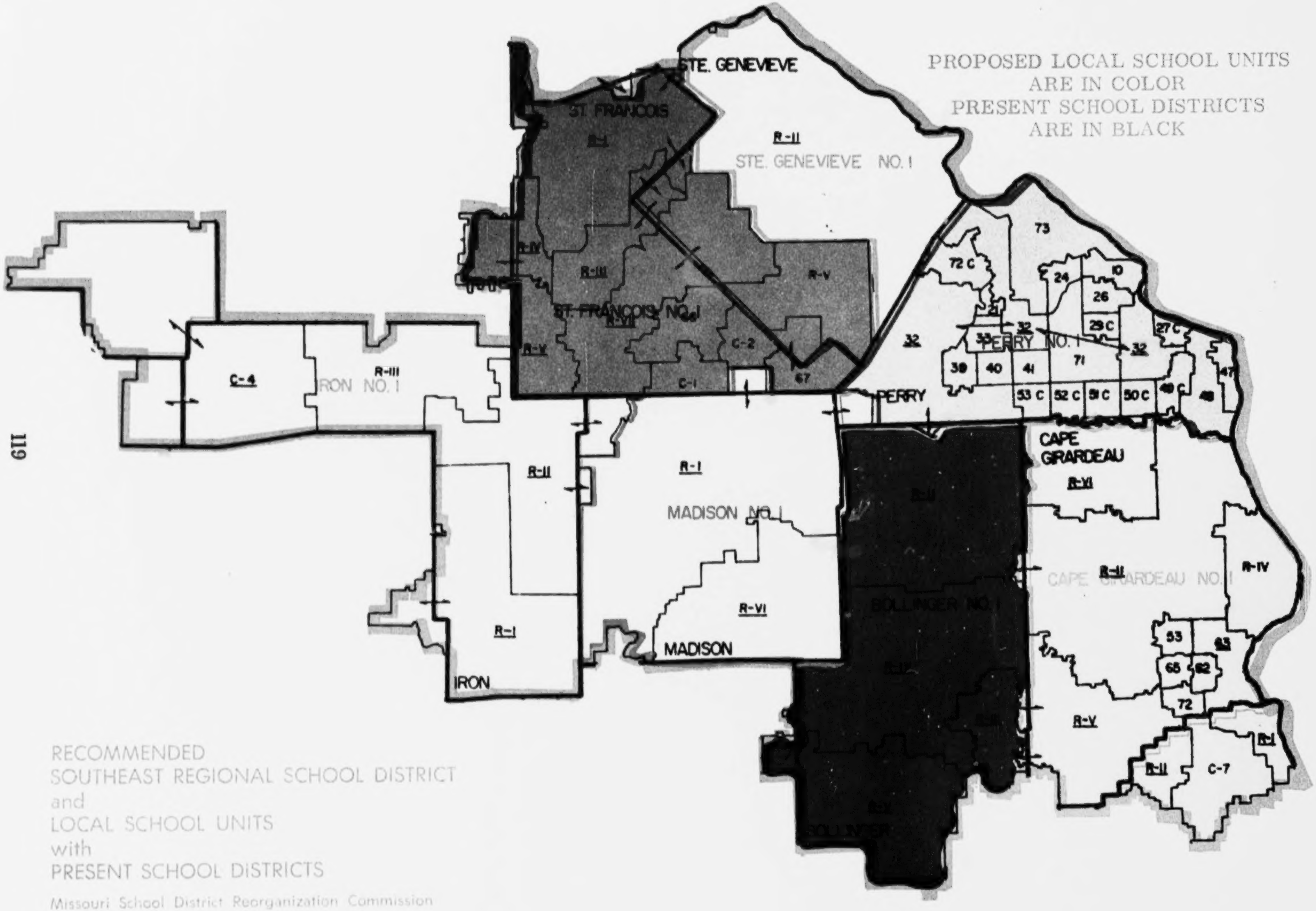

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Missouri School District Reorganization Commission
November, 1968

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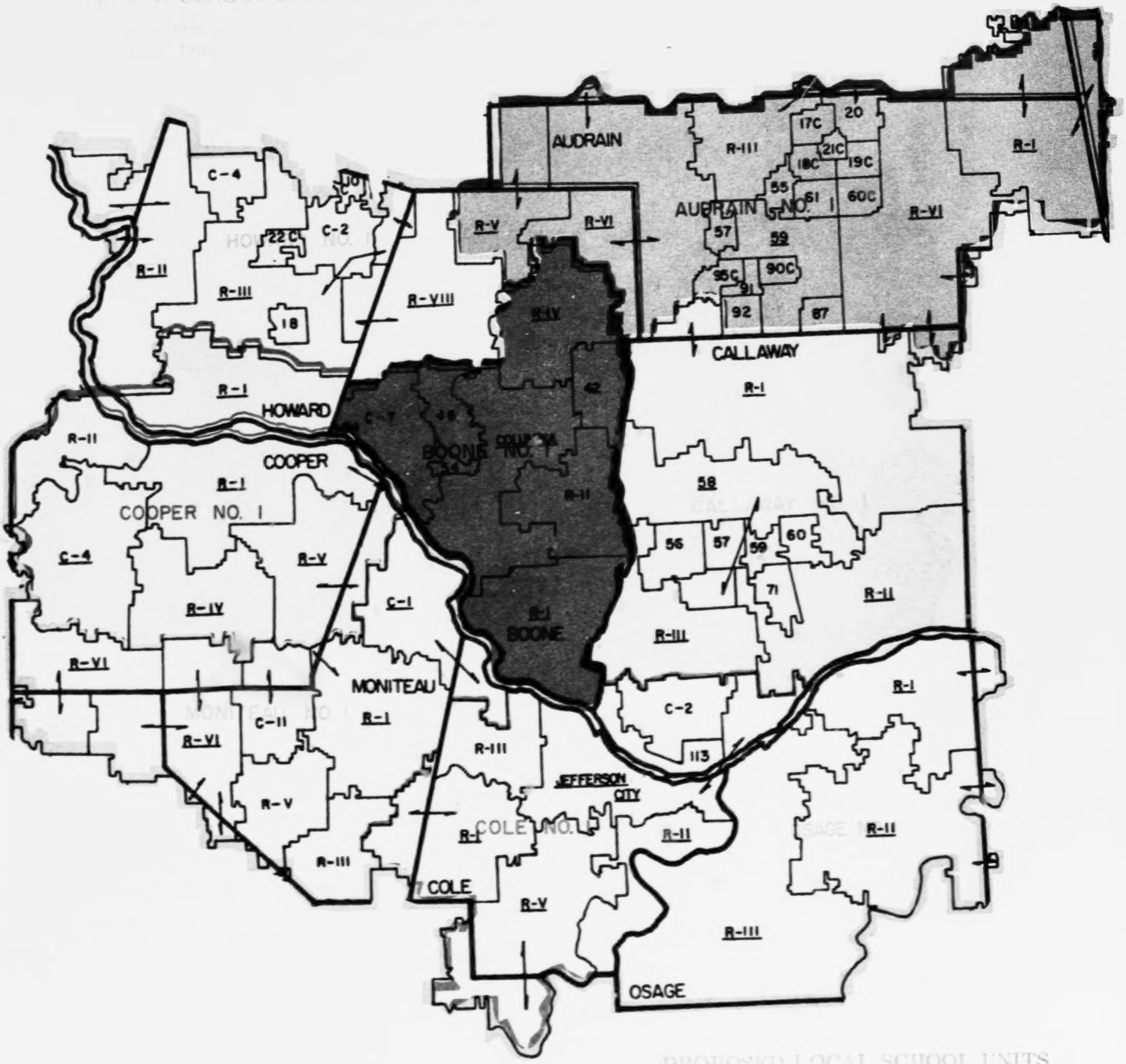

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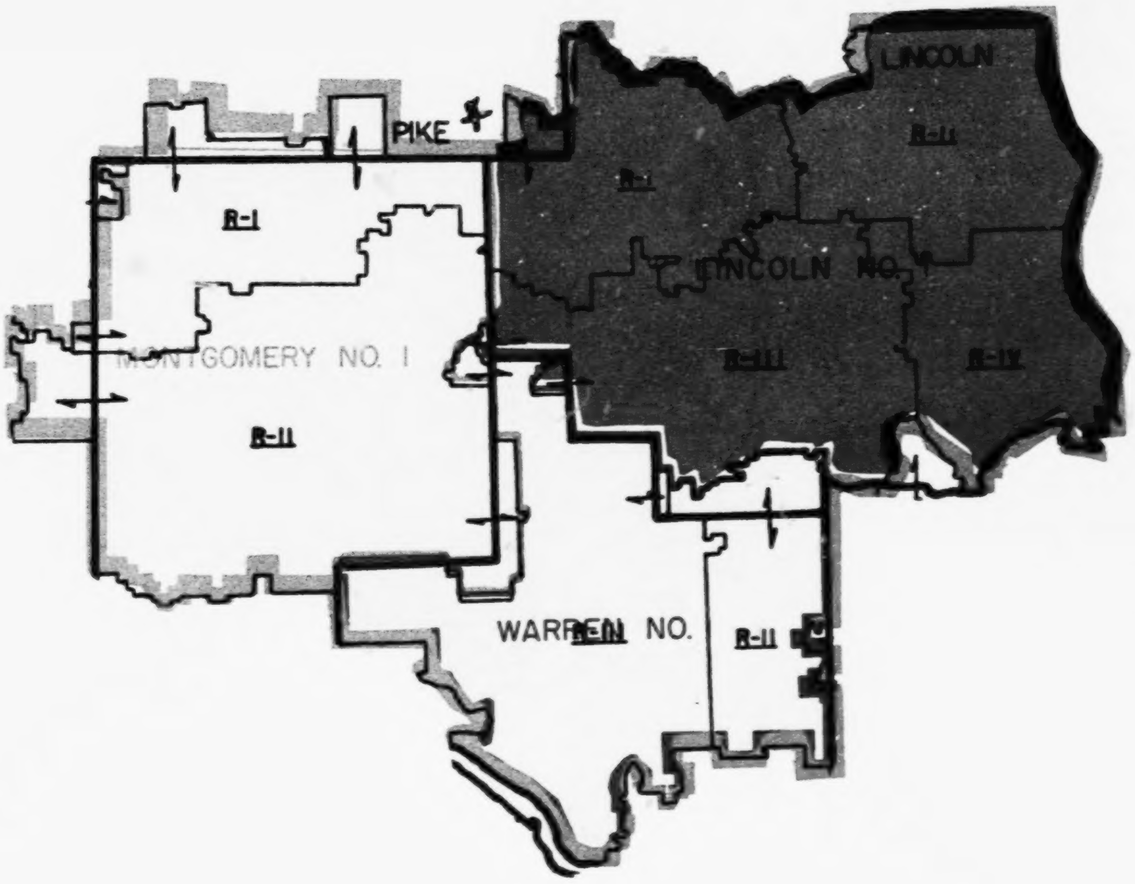

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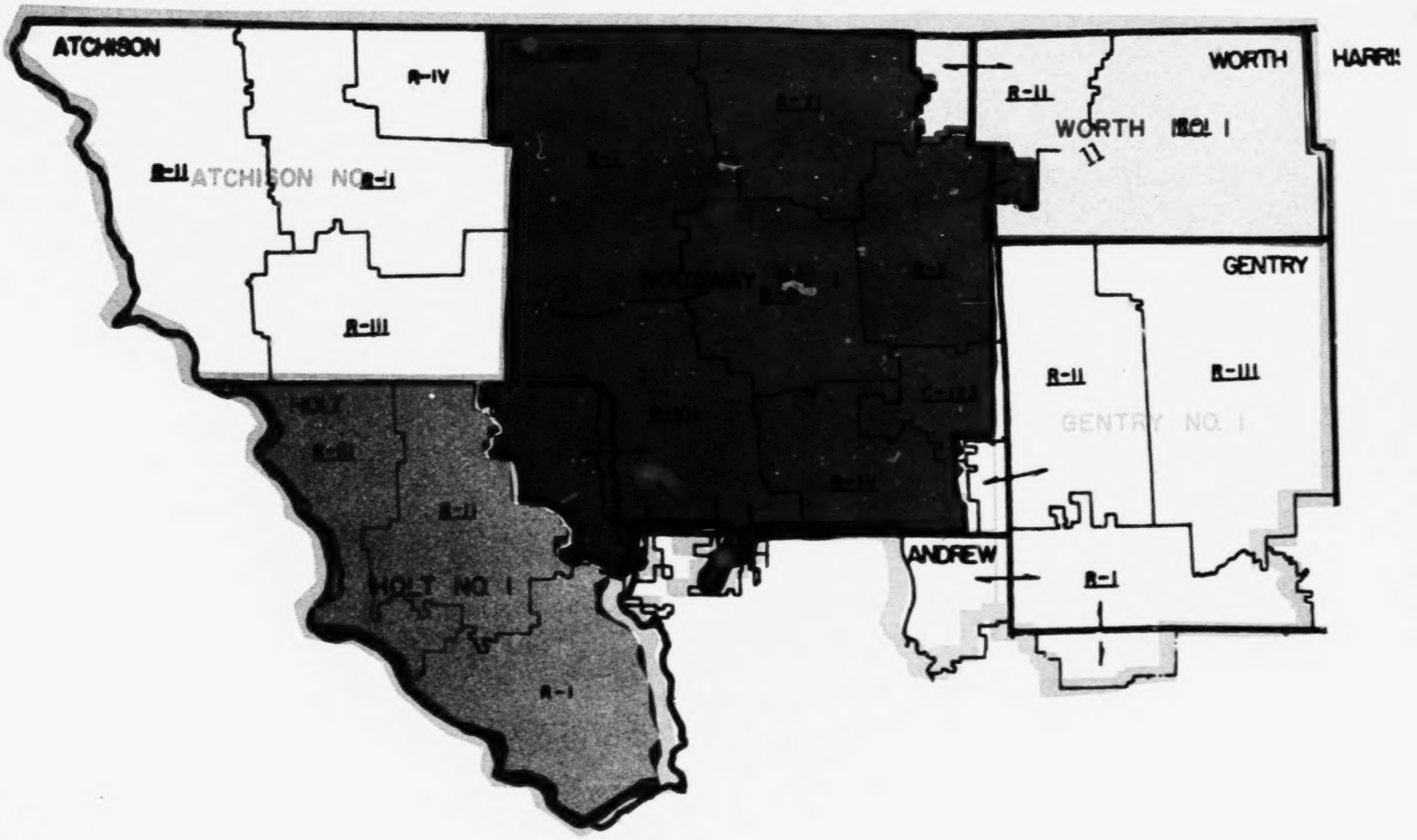

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Missouri School District Reorganization Commission
November, 1968

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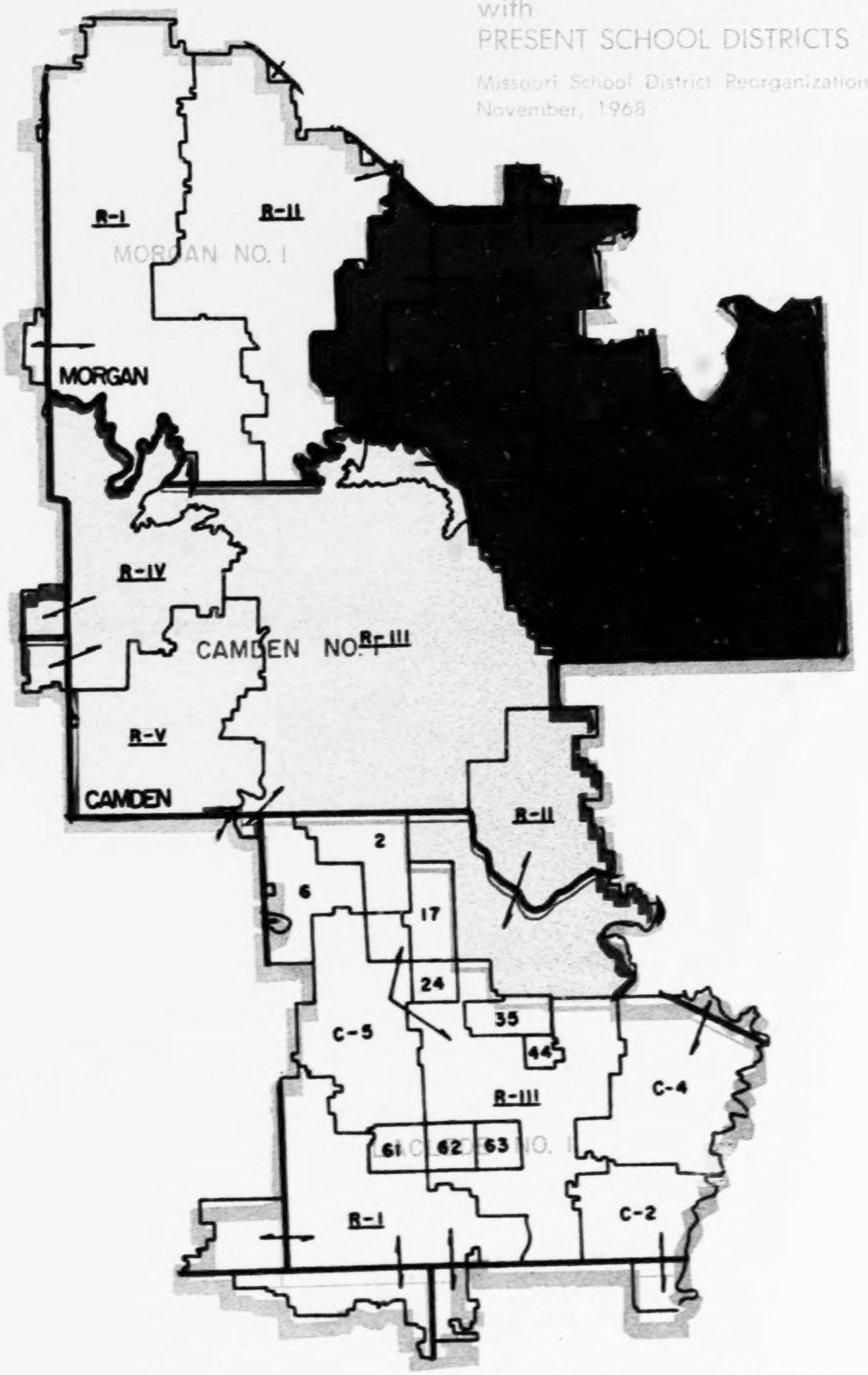

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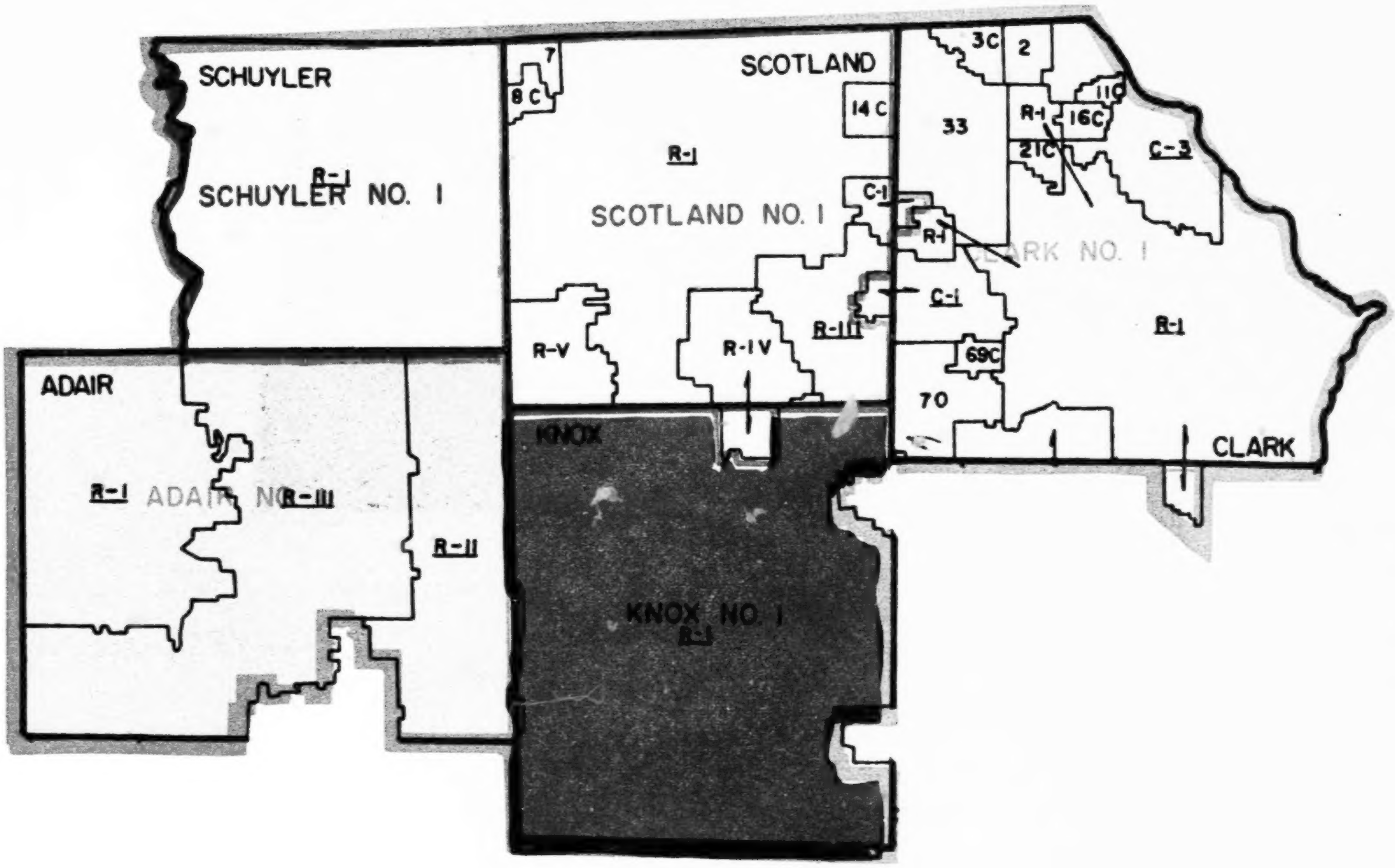

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Missouri School District Reorganization Commission
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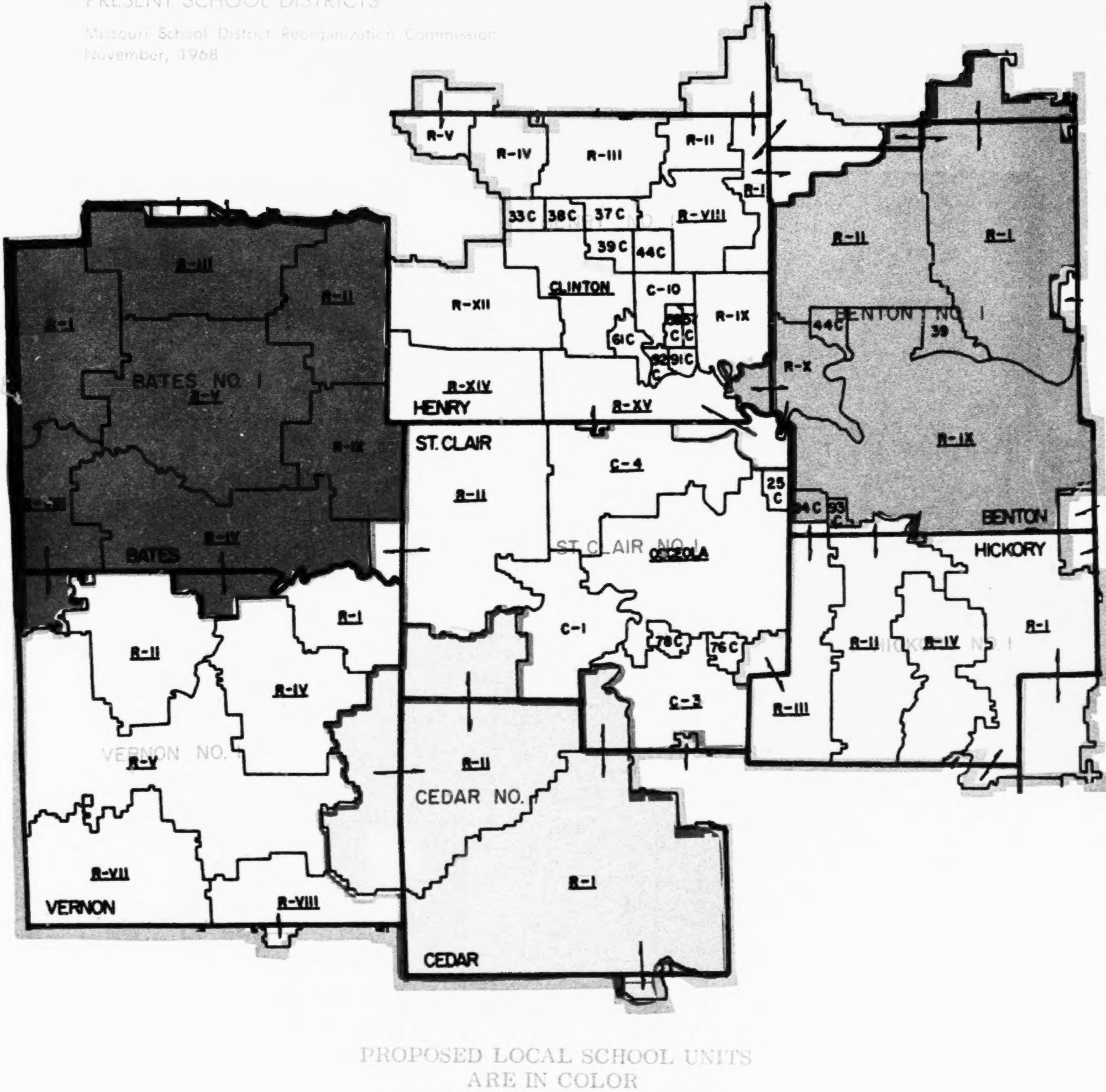

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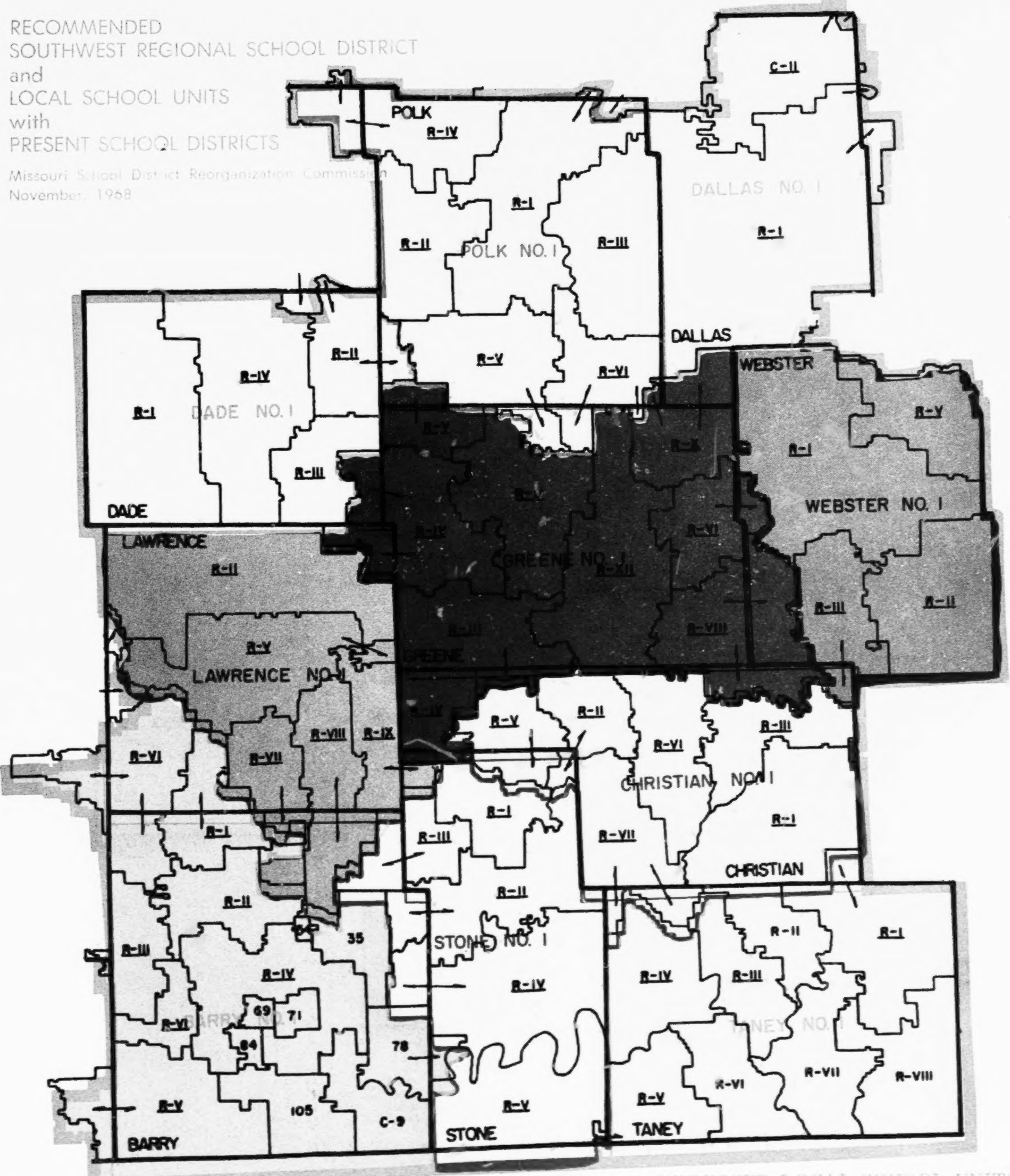

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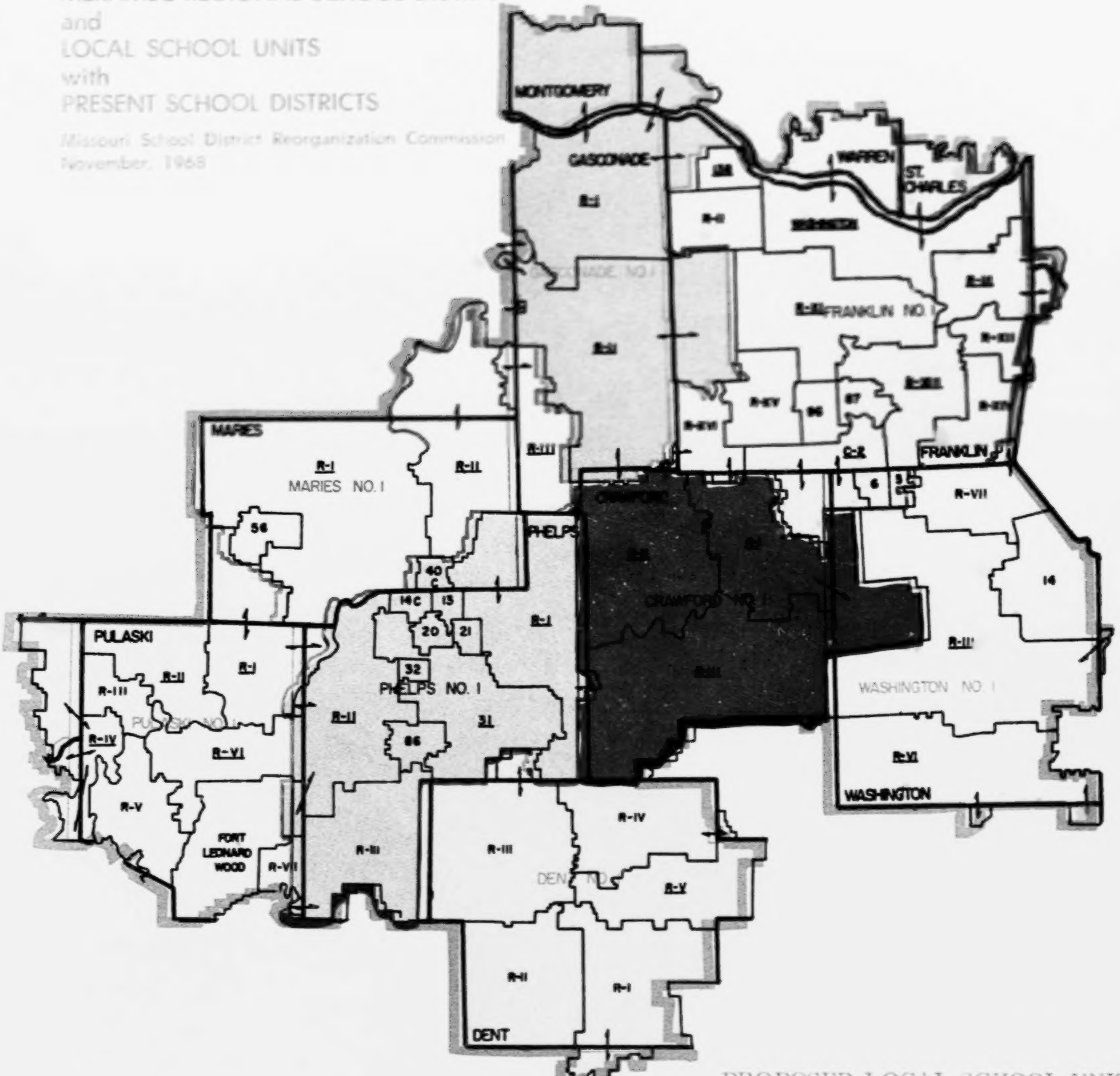

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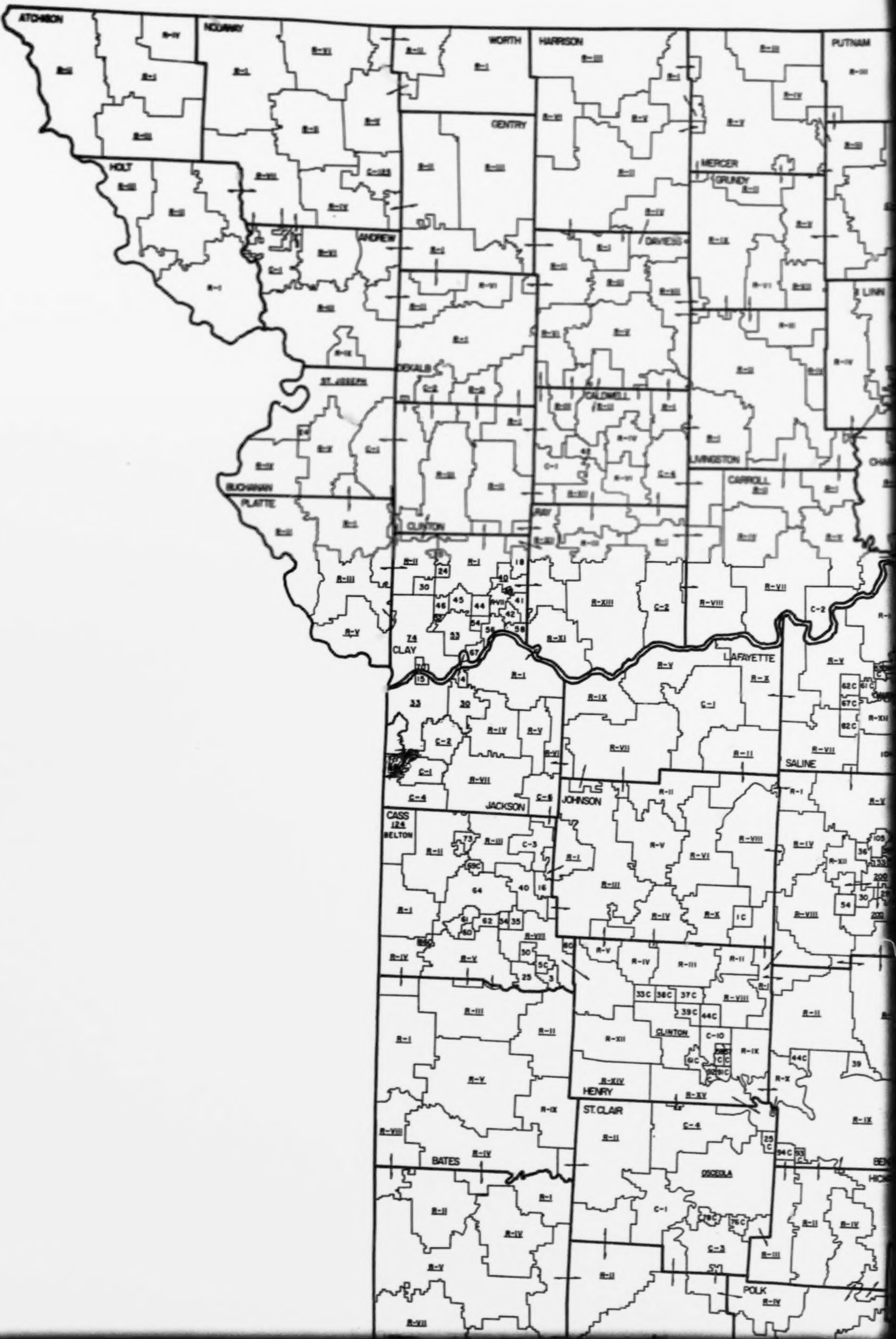
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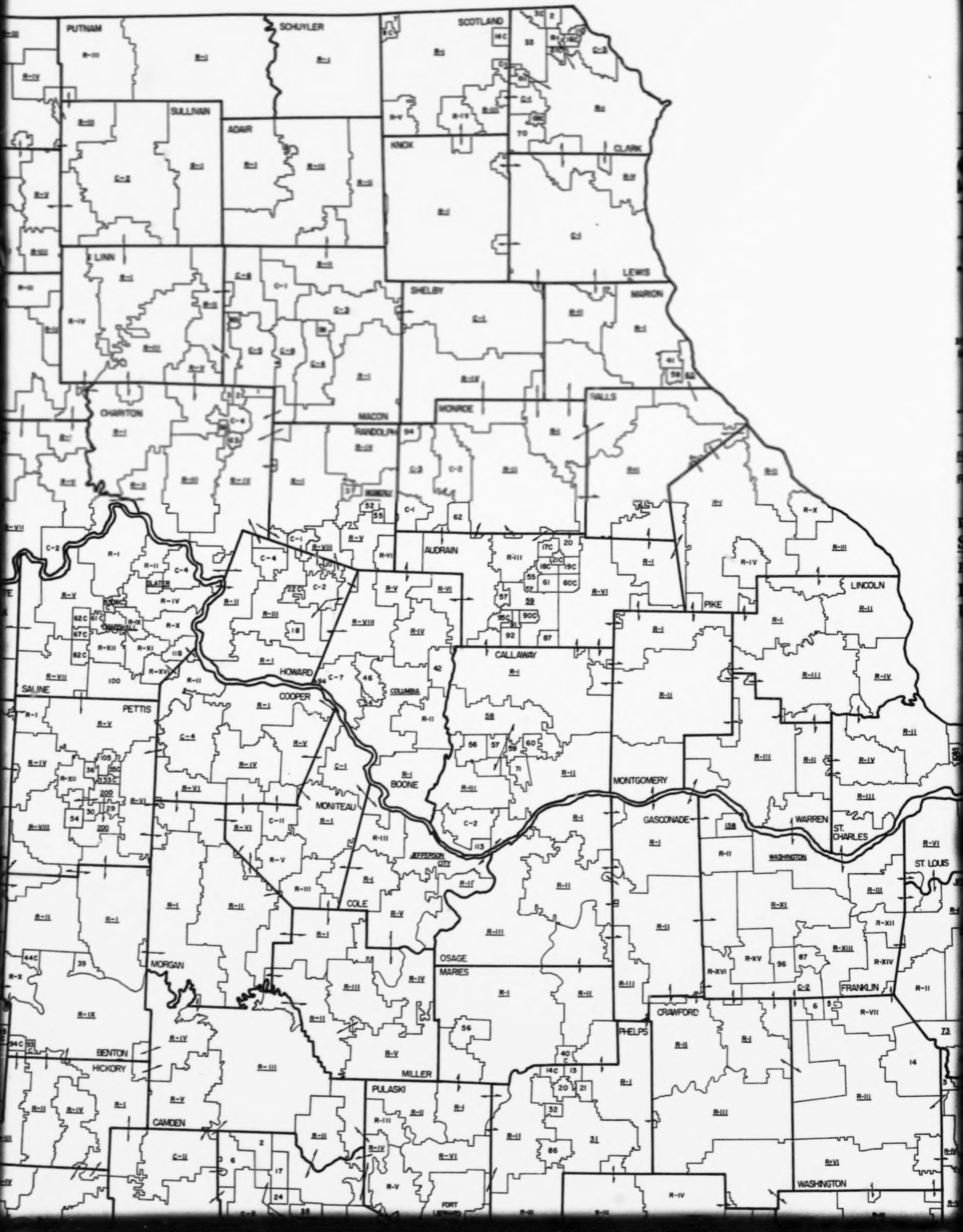
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MORGAN
FRANKLIN
CRAWFORD
PHELPS
BENTON
HICKORY
MILLER
PULASKI
CAMDEN
WASHINGTON
FORT LEONARD

MISSOURI SCHOOL DISTRICTS

July 1, 1968

10 0 10 20 30 40

Scale in Miles

— County Boundaries

— School District Boundaries

R-VI District Numbers Underlined – High School Districts

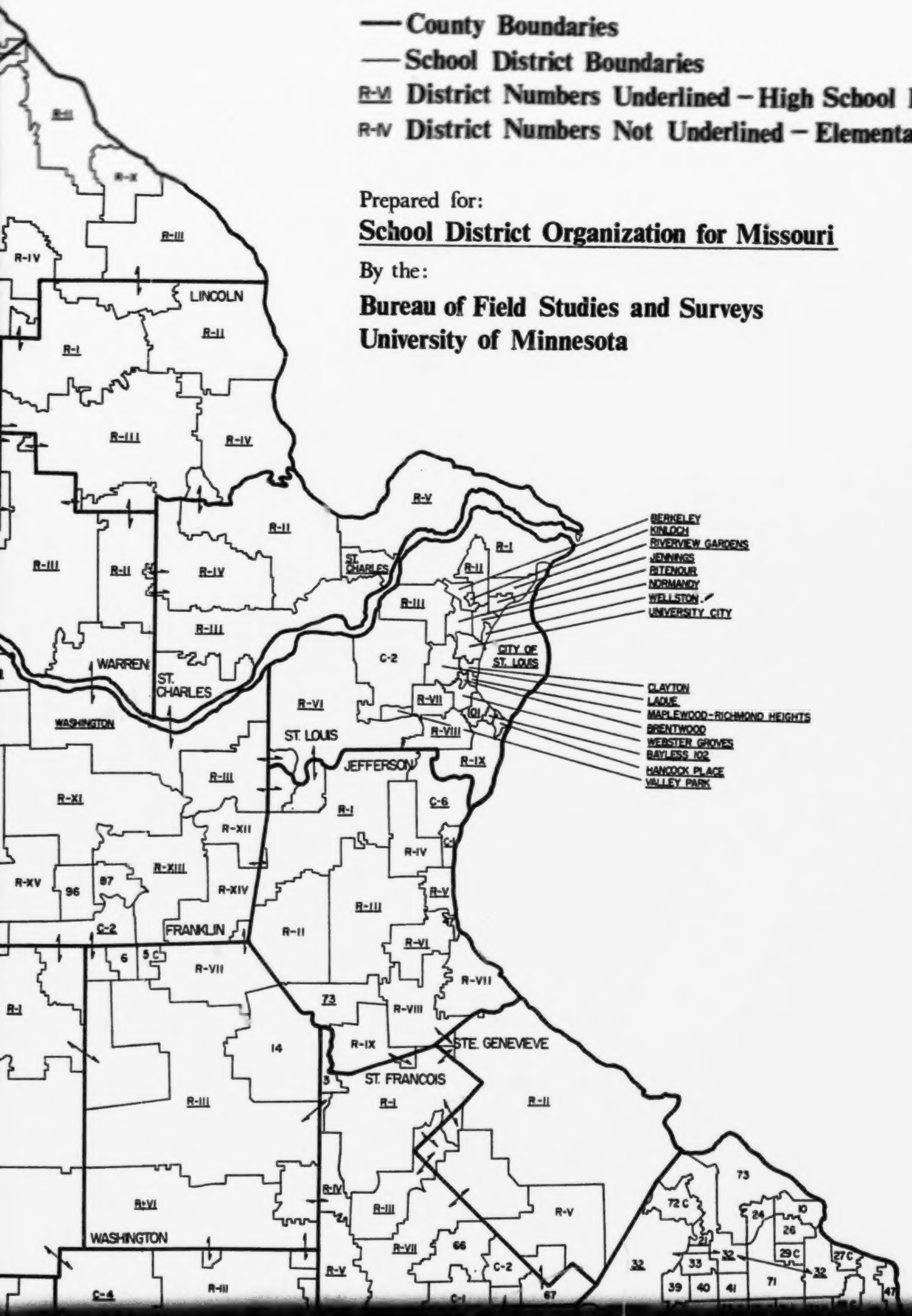
R-IV District Numbers Not Underlined – Elementary and Closed School Districts

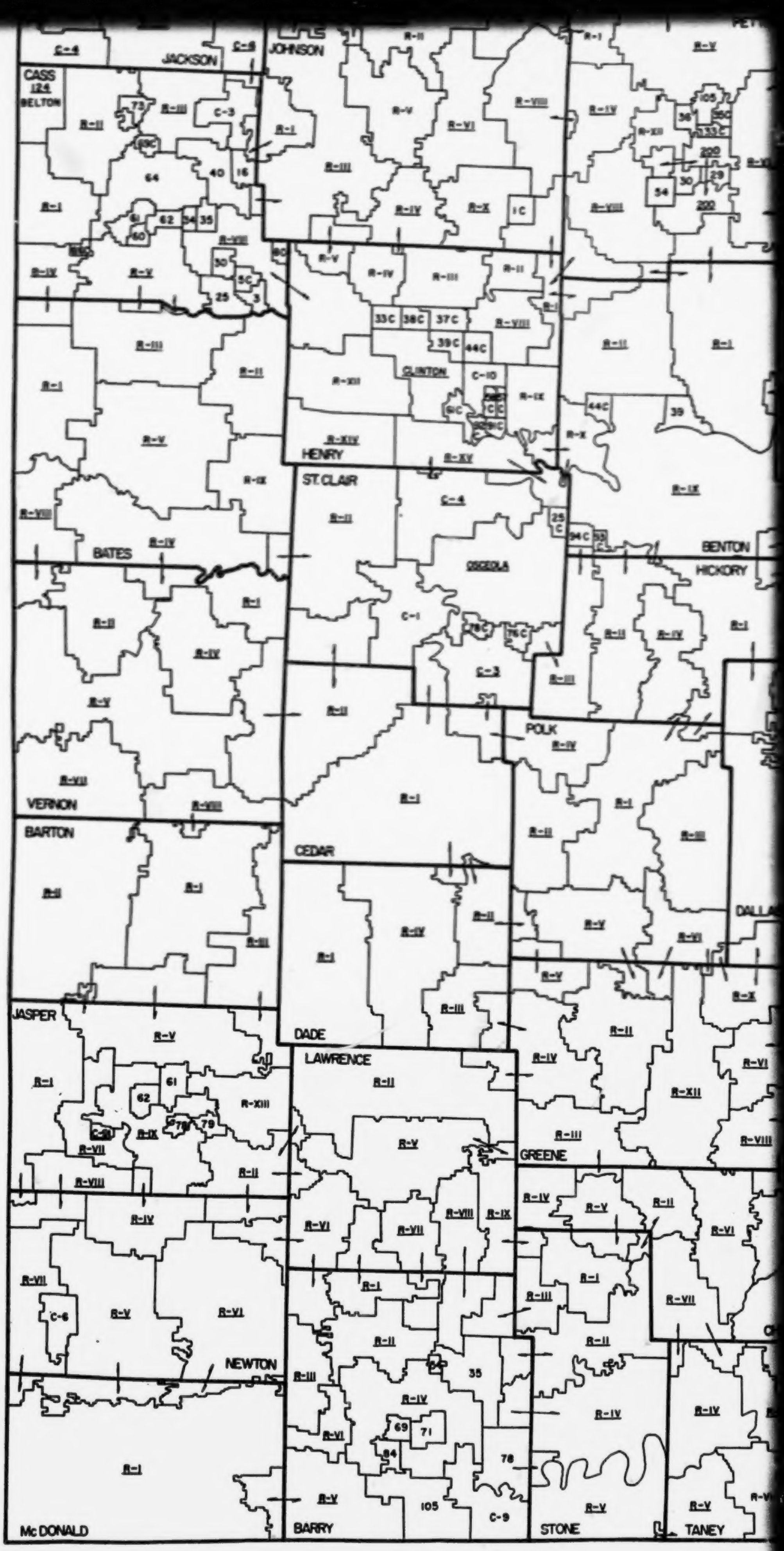
Prepared for:

School District Organization for Missouri

By the:

Bureau of Field Studies and Surveys
University of Minnesota

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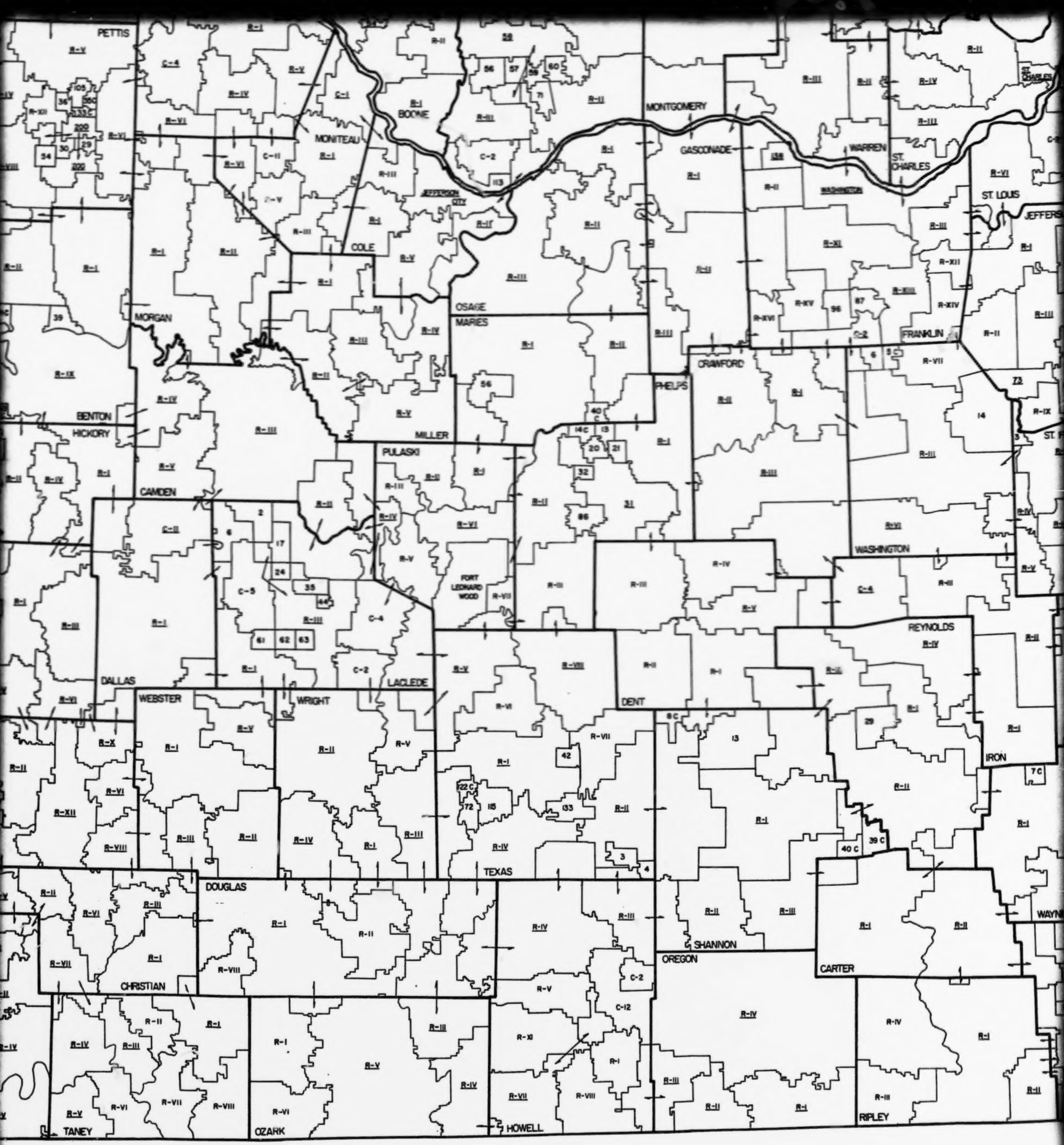
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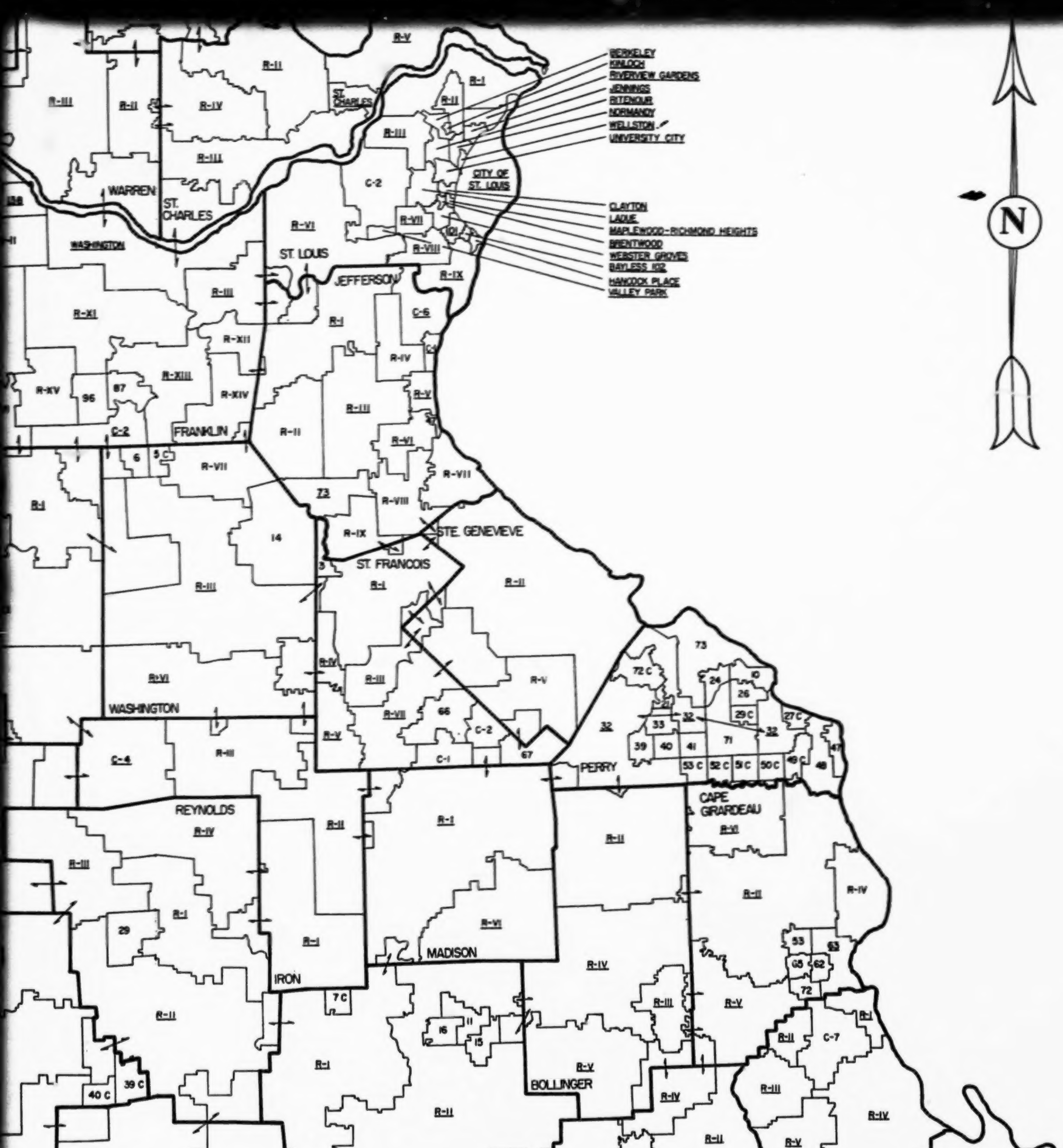
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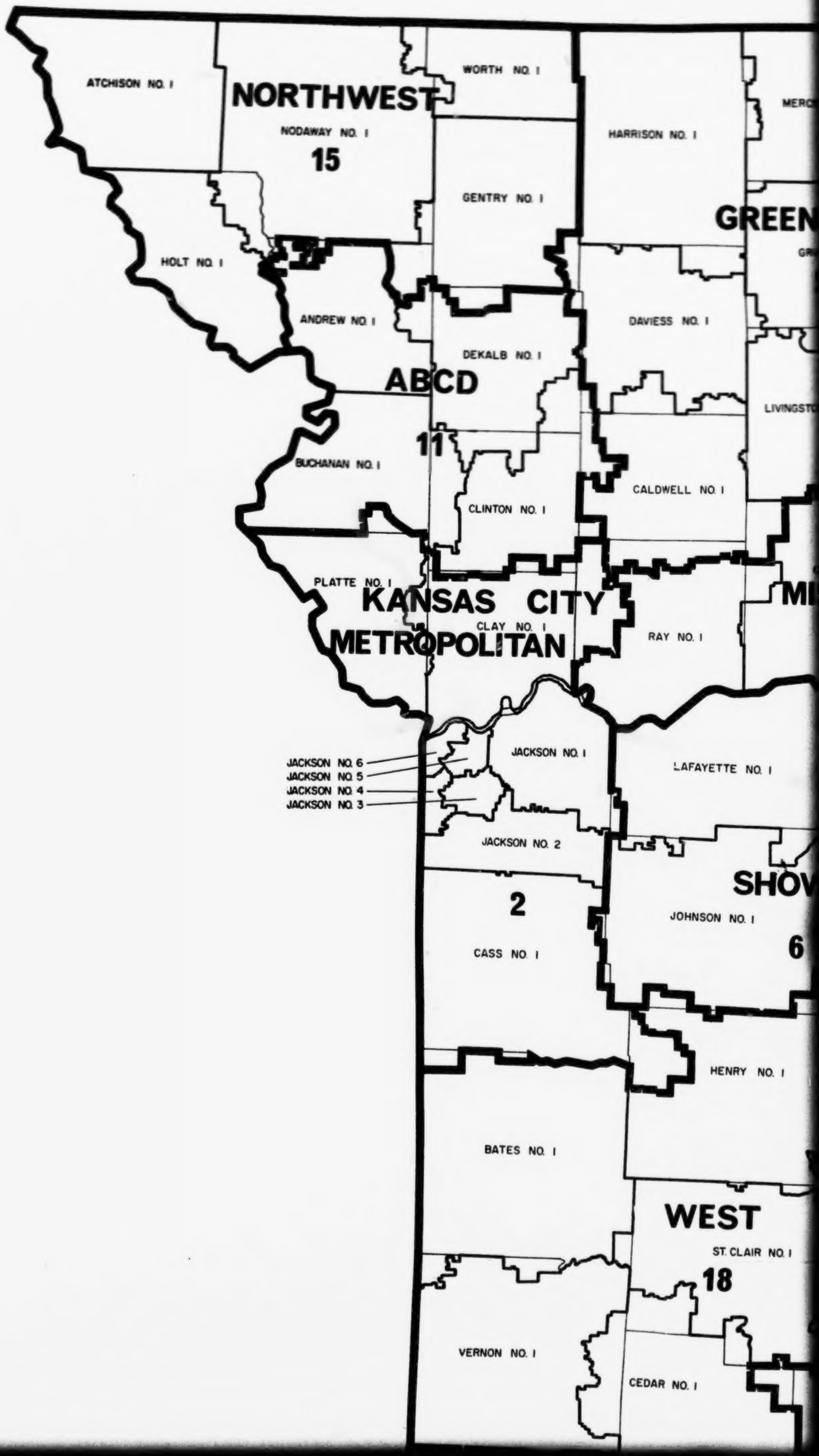
R-XII
STODDARD
R-VI
R-III
R-IV
R-III
R-I
R-II
R-IV
R-V
24
R-I
R-II
R-II
RIPLEY
BUTLER
C-4
37
R-I
NEW MADRID
PEMISCOT
R-I
R-III
39
R-II
C-7
18
R-III
C-8
C-2
R-V
C-9
DUNKLIN
R-IV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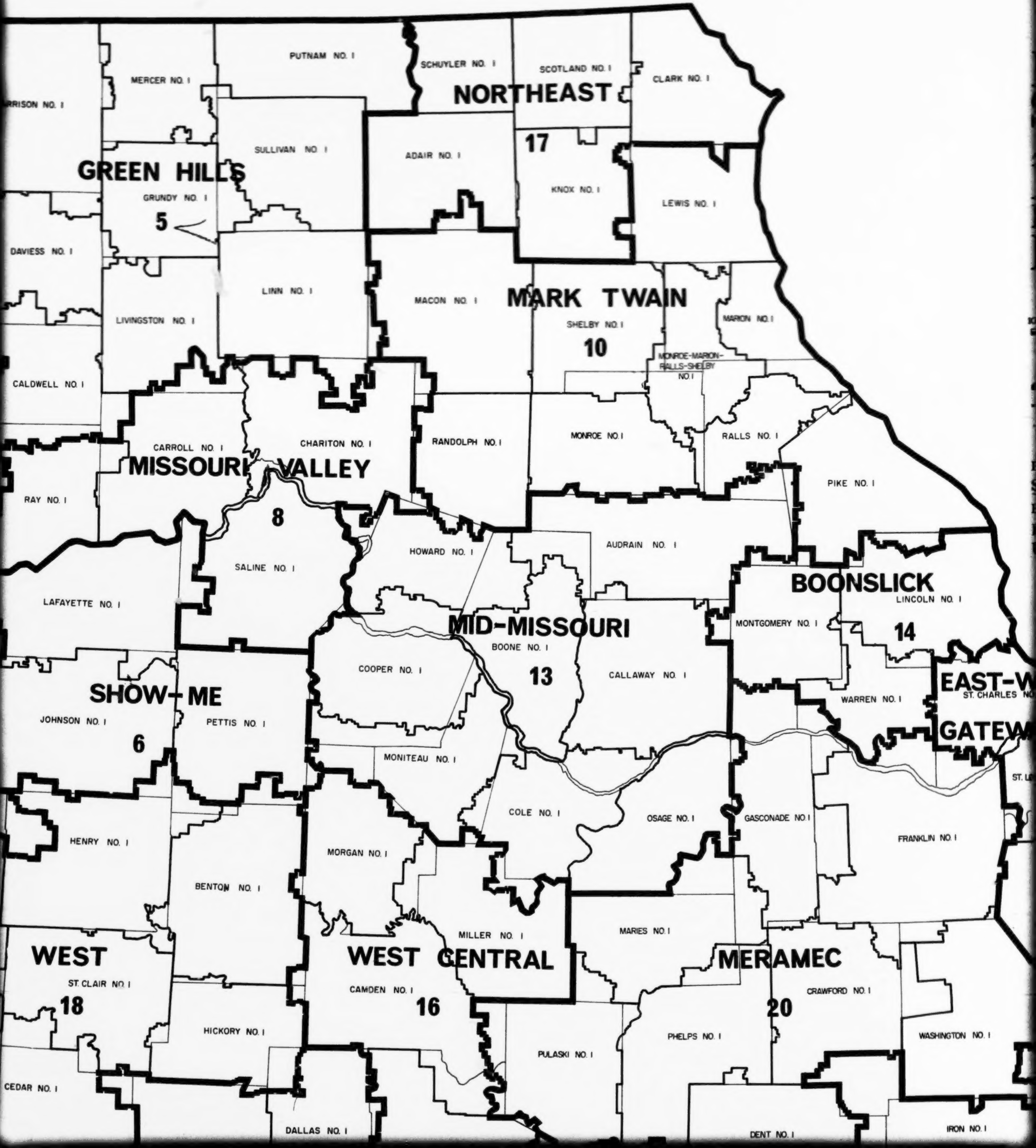
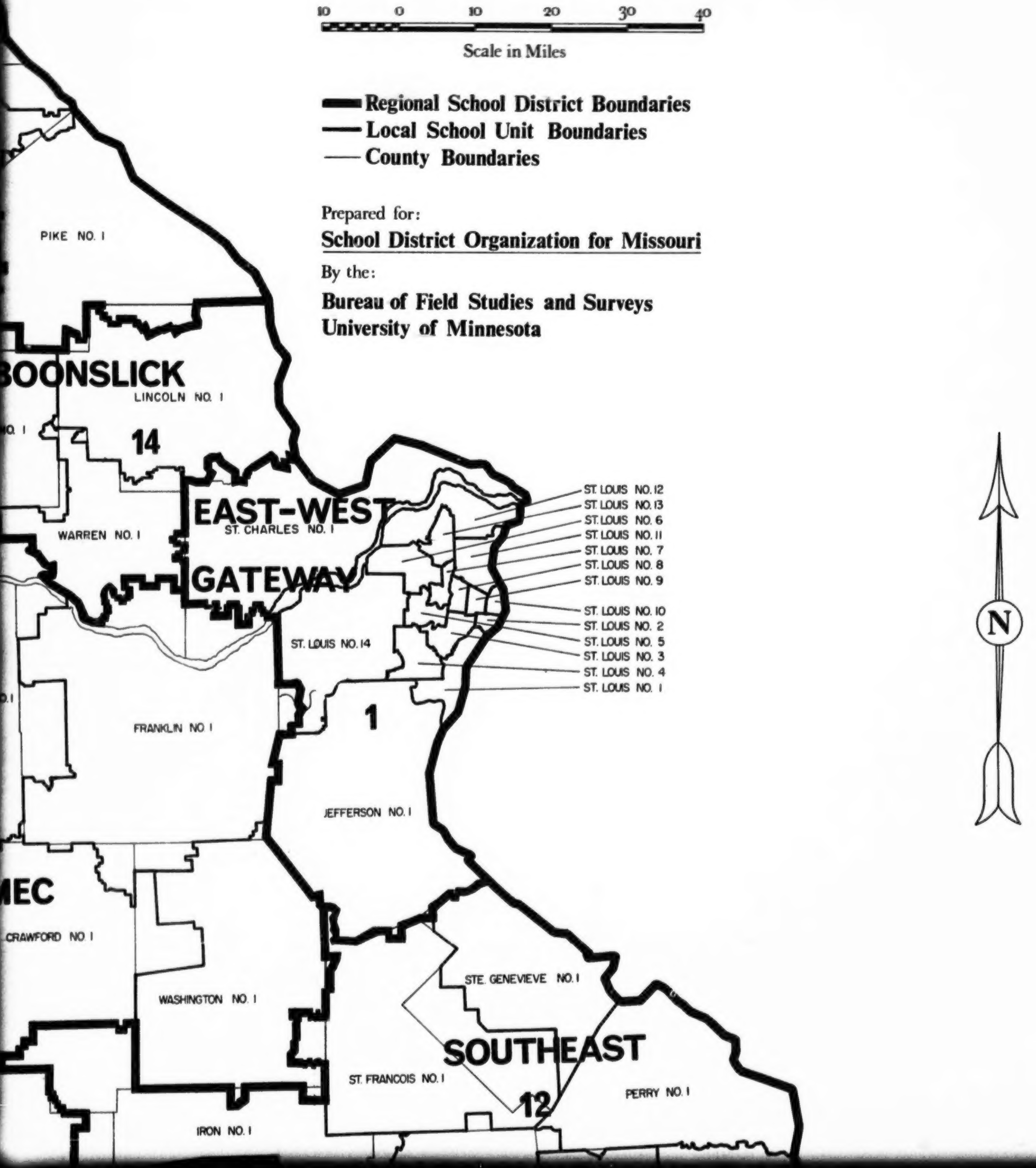
NORTHWEST
NODAWAY NO. 1
15
WORTH NO. 1
HARRISON NO. 1
MERC
GENTRY NO. 1
GREEN
HOLT NO. 1
ANDREW NO. 1
DEKALB NO. 1
DAVIESS NO. 1
ABCD
11
LIVINGSTO
BUCHANAN NO. 1
CLINTON NO. 1
CALDWELL NO. 1
PLATTE NO. 1
KANSAS CITY
METROPOLITAN
CLAY NO. 1
RAY NO. 1
MI
JACKSON NO. 6
JACKSON NO. 5
JACKSON NO. 4
JACKSON NO. 3
JACKSON NO. 1
LAFAYETTE NO. 1
JACKSON NO. 2
SHOV
2
JOHNSON NO. 1
6
CASS NO. 1
HENRY NO. 1
BATES NO. 1
WEST
ST. CLAIR NO. 1
18
VERNON NO. 1
CEDAR NO. 1

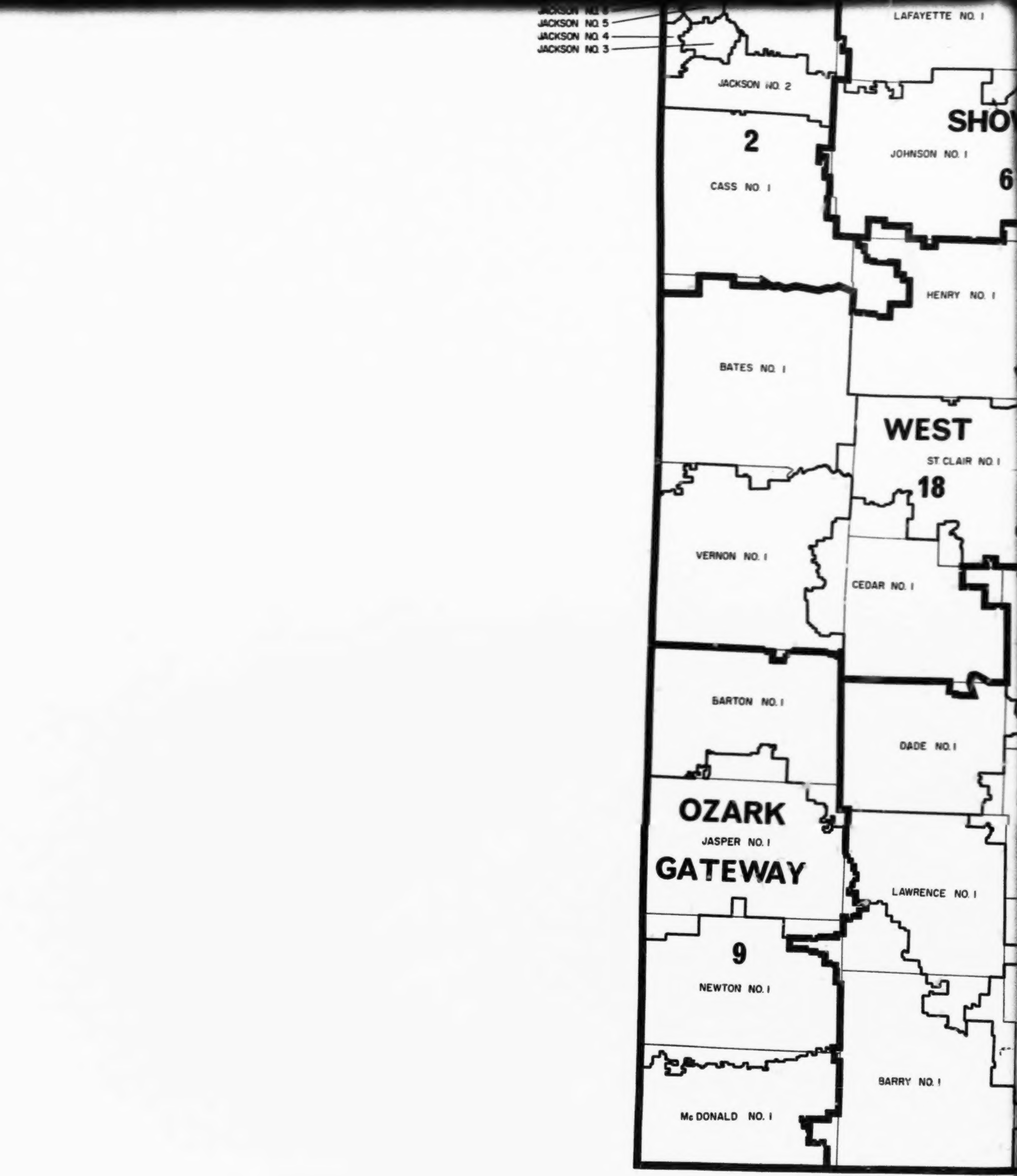

RRISON NO. 1
MERCER NO. 1
PUTNAM NO. 1
SCHUYLER NO. 1
SCOTLAND NO. 1
CLARK NO. 1
NORTHEAST
17
GREEN HILLS
5
GRUNDY NO. 1
SULLIVAN NO. 1
ADAIR NO. 1
KNOX NO. 1
LEWIS NO. 1
DAVIESS NO. 1
LIVINGSTON NO. 1
LINN NO. 1
MACON NO. 1
MARK TWAIN
SHELBY NO. 1
10
MARION NO. 1
MONROE-MARION-RALLS-SHELBY NO. 1
CALDWELL NO. 1
CARROLL NO. 1
CHARITON NO. 1
RANDOLPH NO. 1
MONROE NO. 1
RALLS NO. 1
MISSOURI VALLEY
8
RAY NO. 1
PIKE NO. 1
AUDRAIN NO. 1
HOWARD NO. 1
SALINE NO. 1
LAFAYETTE NO. 1
BOONSLICK
LINCOLN NO. 1
14
MID-MISSOURI
MONTGOMERY NO. 1
BOONE NO. 1
13
COOPER NO. 1
CALLAWAY NO. 1
SHOW-ME
6
JOHNSON NO. 1
PETTIS NO. 1
EAST-W
ST. CHARLES NO
WARREN NO. 1
GATEW
ST. LO
MONITEAU NO. 1
COLE NO. 1
OSAGE NO. 1
GASCONADE NO. 1
FRANKLIN NO. 1
HENRY NO. 1
MORGAN NO. 1
BENTON NO. 1
MILLER NO. 1
MARIES NO. 1
WEST
18
ST. CLAIR NO. 1
WEST CENTRAL
16
CAMDEN NO. 1
MERAMEC
20
CRAWFORD NO. 1
HICKORY NO. 1
PULASKI NO. 1
PHELPS NO. 1
WASHINGTON NO. 1
CEDAR NO. 1
DALLAS NO. 1
DENT NO. 1
IRON NO. 1

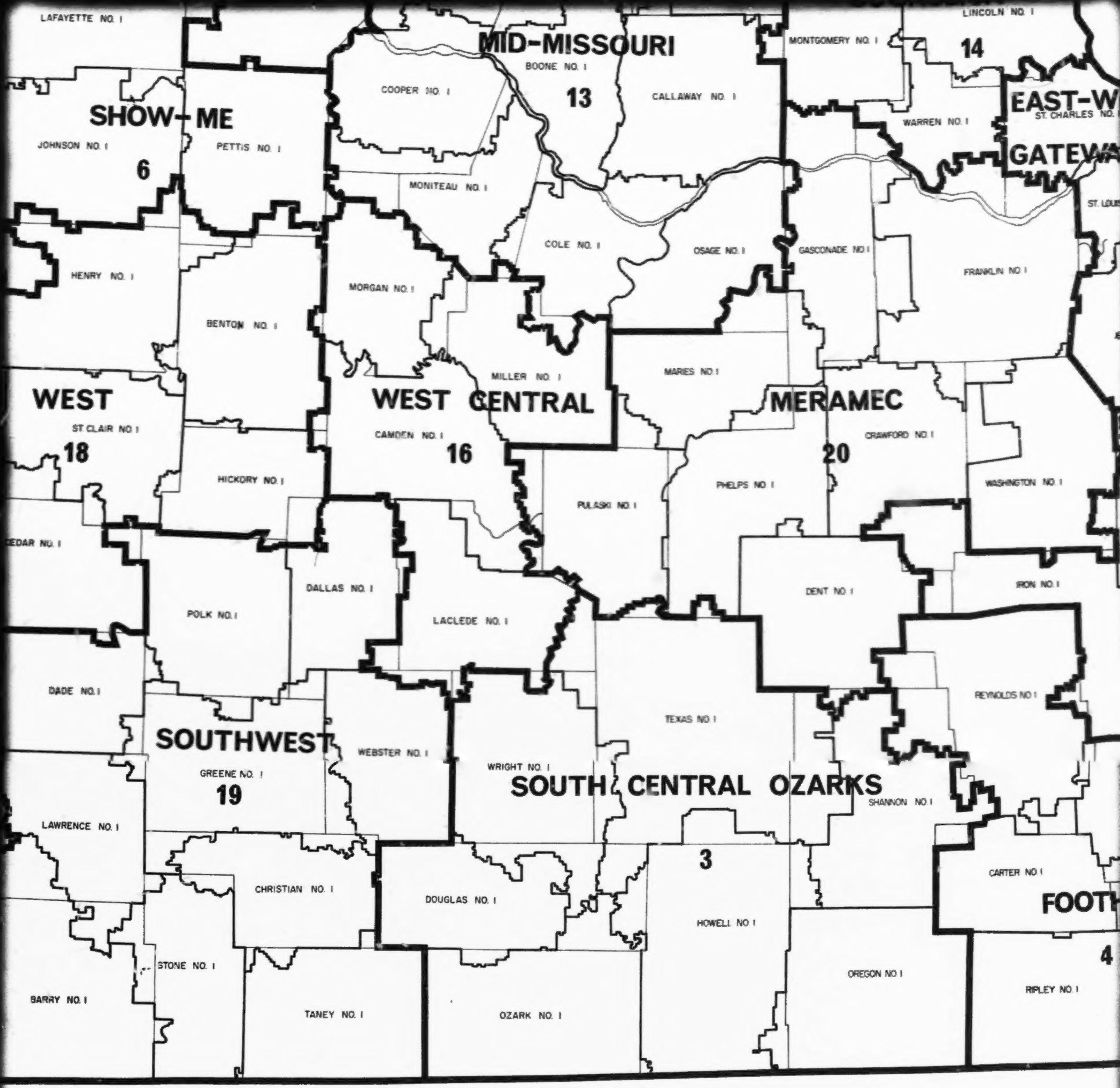
RECOMMENDED REGIONAL SCHOOL DISTRICTS AND LOCAL SCHOOL UNITS FOR MISSOURI

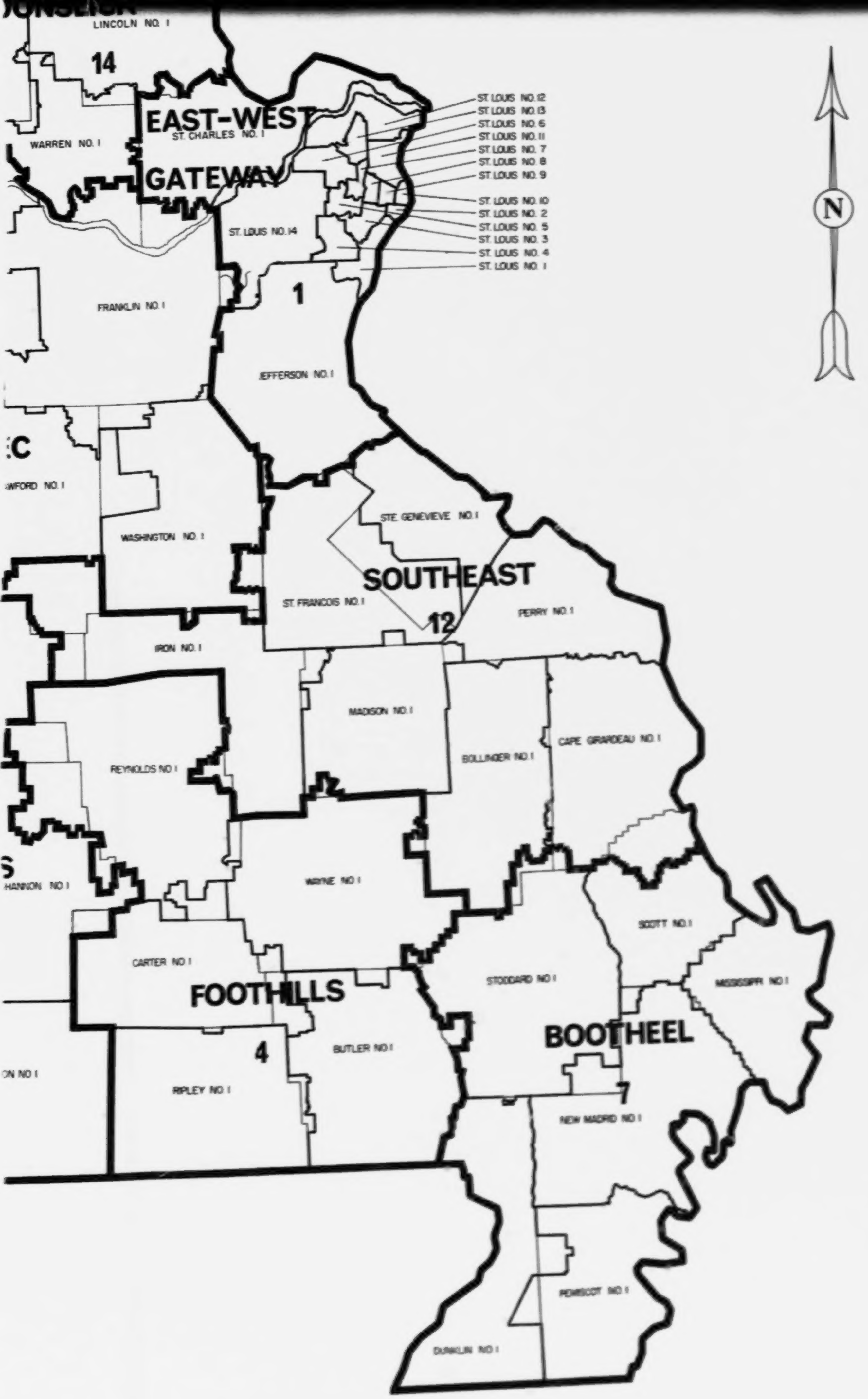


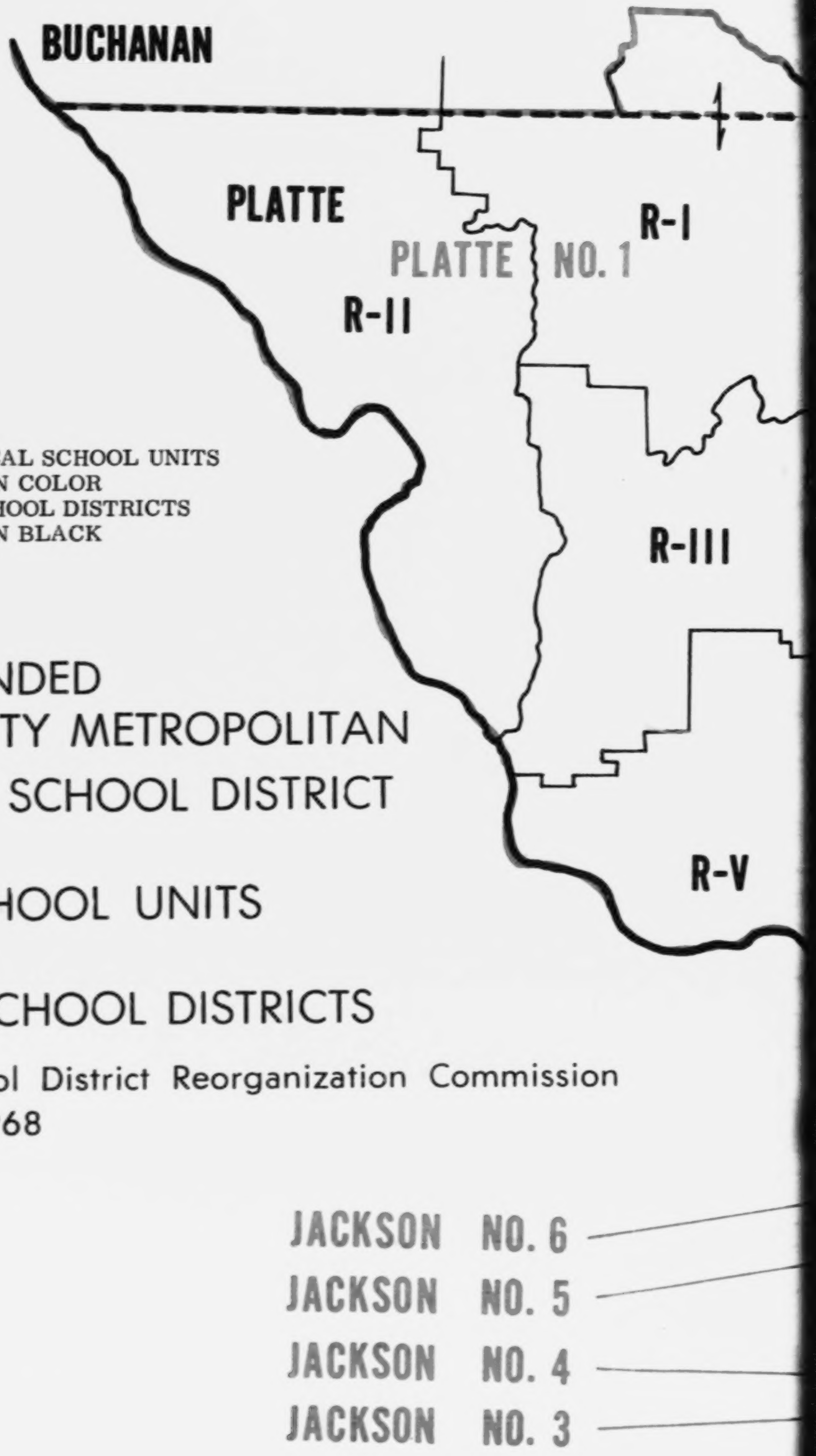
▬ **Regional School District Boundaries**
— **Local School Unit Boundaries**
— **County Boundaries**

Prepared for:
School District Organization for Missouri
By the:
Bureau of Field Studies and Surveys
University of Minnesota


JACKSON NO. 6
JACKSON NO. 5
JACKSON NO. 4
JACKSON NO. 3
LAFAYETTE NO. 1
JACKSON NO. 2
SHO
2
JOHNSON NO. 1
6
CASS NO. 1
HENRY NO. 1
BATES NO. 1
WEST
ST. CLAIR NO. 1
18
VERNON NO. 1
CEDAR NO. 1
BARTON NO. 1
DADE NO. 1
OZARK
JASPER NO. 1
GATEWAY
LAWRENCE NO. 1
9
NEWTON NO. 1
BARRY NO. 1
McDONALD NO. 1


LAFAYETTE NO. I
MID-MISSOURI
LINCOLN NO. I
MONTGOMERY NO. I
14
BOONE NO. I
13
COOPER NO. I
CALLAWAY NO. I
SHOW-ME
EAST-W
ST. CHARLES NO.
JOHNSON NO. I
PETTIS NO. I
WARREN NO. I
6
GATEWA
MONITEAU NO. I
ST. LOUIS
COLE NO. I
OSAGE NO. I
GASCONADE NO. I
HENRY NO. I
MORGAN NO. I
FRANKLIN NO. I
BENTON NO. I
MILLER NO. I
MARIES NO. I
WEST
WEST CENTRAL
MERAMEC
ST. CLAIR NO. I
CAMDEN NO. I
CRAWFORD NO. I
18
16
20
HICKORY NO. I
PHELPS NO. I
WASHINGTON NO. I
PULASKI NO. I
CEDAR NO. I
DALLAS NO. I
DENT NO. I
IRON NO. I
POLK NO. I
LACLEDE NO. I
DADE NO. I
REYNOLDS NO. I
TEXAS NO. I
SOUTHWEST
WEBSTER NO. I
WRIGHT NO. I
GREENE NO. I
SOUTH CENTRAL OZARKS
19
SHANNON NO. I
LAWRENCE NO. I
3
CHRISTIAN NO. I
CARTER NO. I
DOUGLAS NO. I
FOOTH
HOWELL NO. I
STONE NO. I
4
OREGON NO. I
RIPLEY NO. I
BARRY NO. I
TANEY NO. I
OZARK NO. I

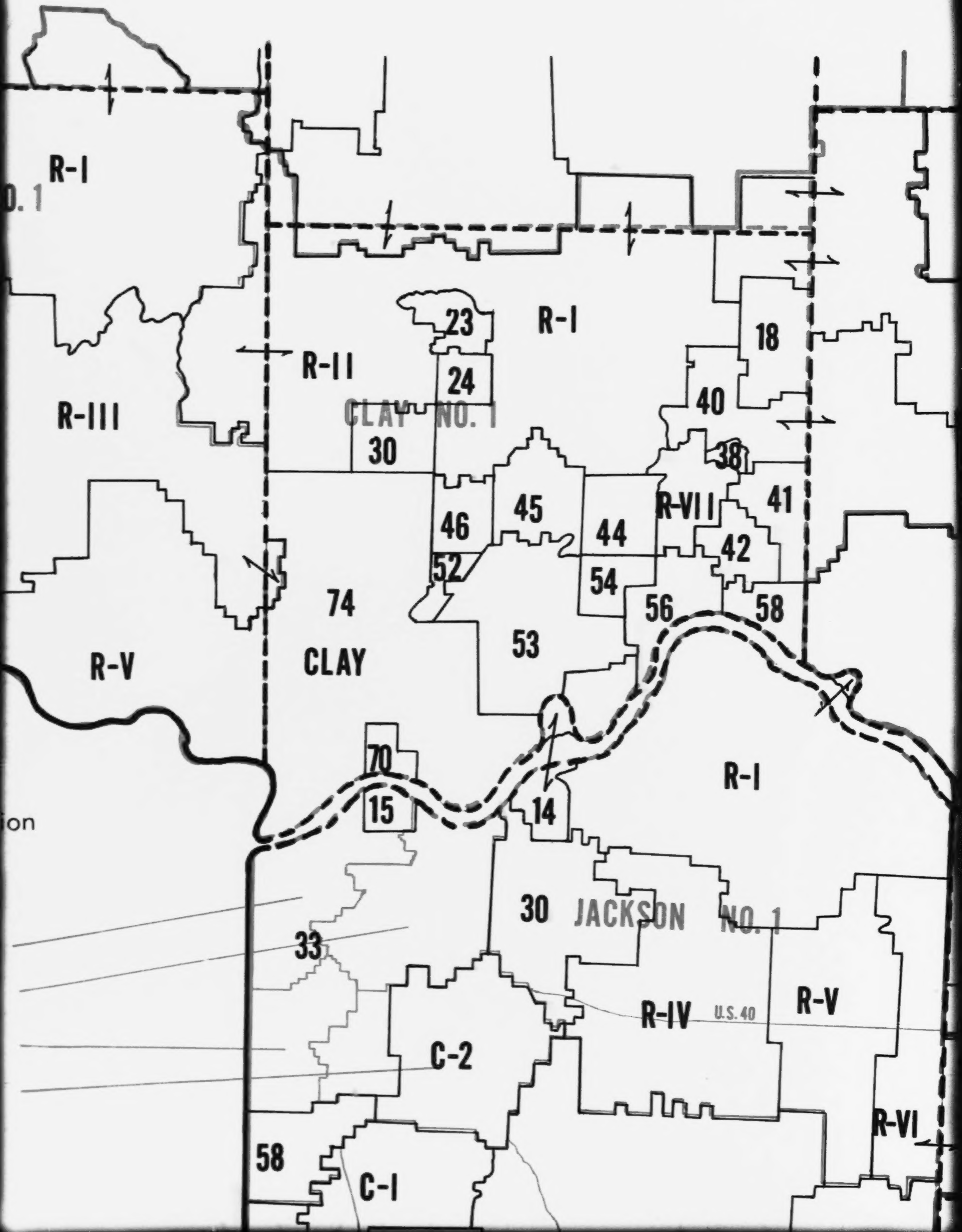

LINCOLN NO. 1
14
EAST-WEST
GATEWAY
WARREN NO. 1
ST. CHARLES NO. 1
ST. LOUIS NO. 12
ST. LOUIS NO. 13
ST. LOUIS NO. 6
ST. LOUIS NO. 11
ST. LOUIS NO. 7
ST. LOUIS NO. 8
ST. LOUIS NO. 9
ST. LOUIS NO. 10
ST. LOUIS NO. 2
ST. LOUIS NO. 5
ST. LOUIS NO. 3
ST. LOUIS NO. 4
ST. LOUIS NO. 1
ST. LOUIS NO. 14
N
1
FRANKLIN NO. 1
JEFFERSON NO. 1
EC
AWFORD NO. 1
WASHINGTON NO. 1
STE. GENEVIEVE NO. 1
SOUTHEAST
ST. FRANCOIS NO. 1
12
PERRY NO. 1
IRON NO. 1
MADISON NO. 1
BOLLINGER NO. 1
CAPE GIRARDEAU NO. 1
REYNOLDS NO. 1
S
HANNON NO. 1
WAYNE NO. 1
SCOTT NO. 1
CARTER NO. 1
FOOTHILLS
STODDARD NO. 1
MISSISSIPPI NO. 1
BOOTHEEL
4
BUTLER NO. 1
ON NO. 1
RIPLEY NO. 1
7
NEW MADRID NO. 1
PEMISCOT NO. 1
DUNKLIN NO. 1

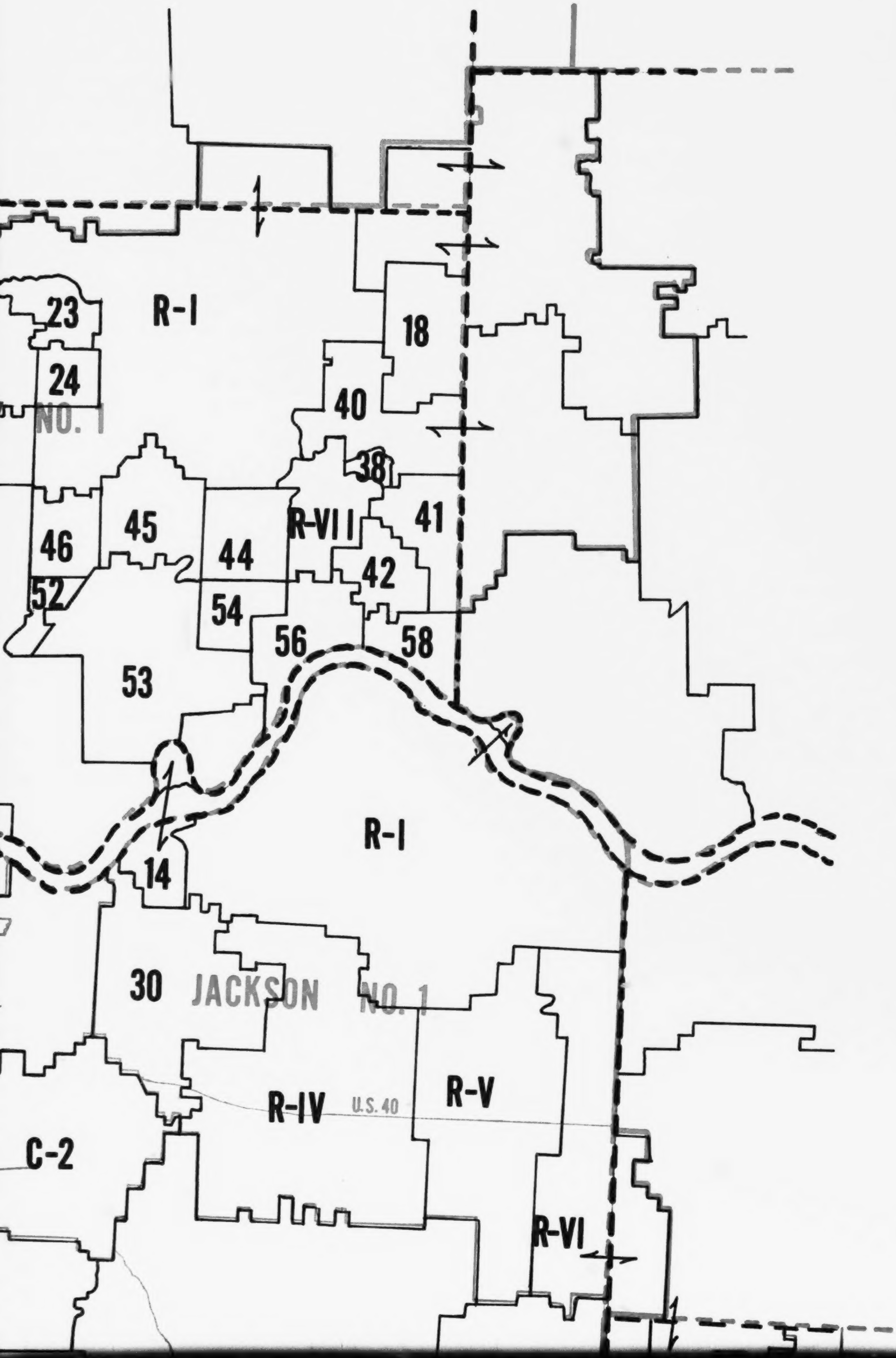


PROPOSED LOCAL SCHOOL UNITS
ARE IN COLOR
PRESENT SCHOOL DISTRICTS
ARE IN BLACK

RECOMMENDED KANSAS CITY METROPOLITAN REGIONAL SCHOOL DISTRICT and LOCAL SCHOOL UNITS with PRESENT SCHOOL DISTRICTS

Missouri School District Reorganization Commission
November, 1968

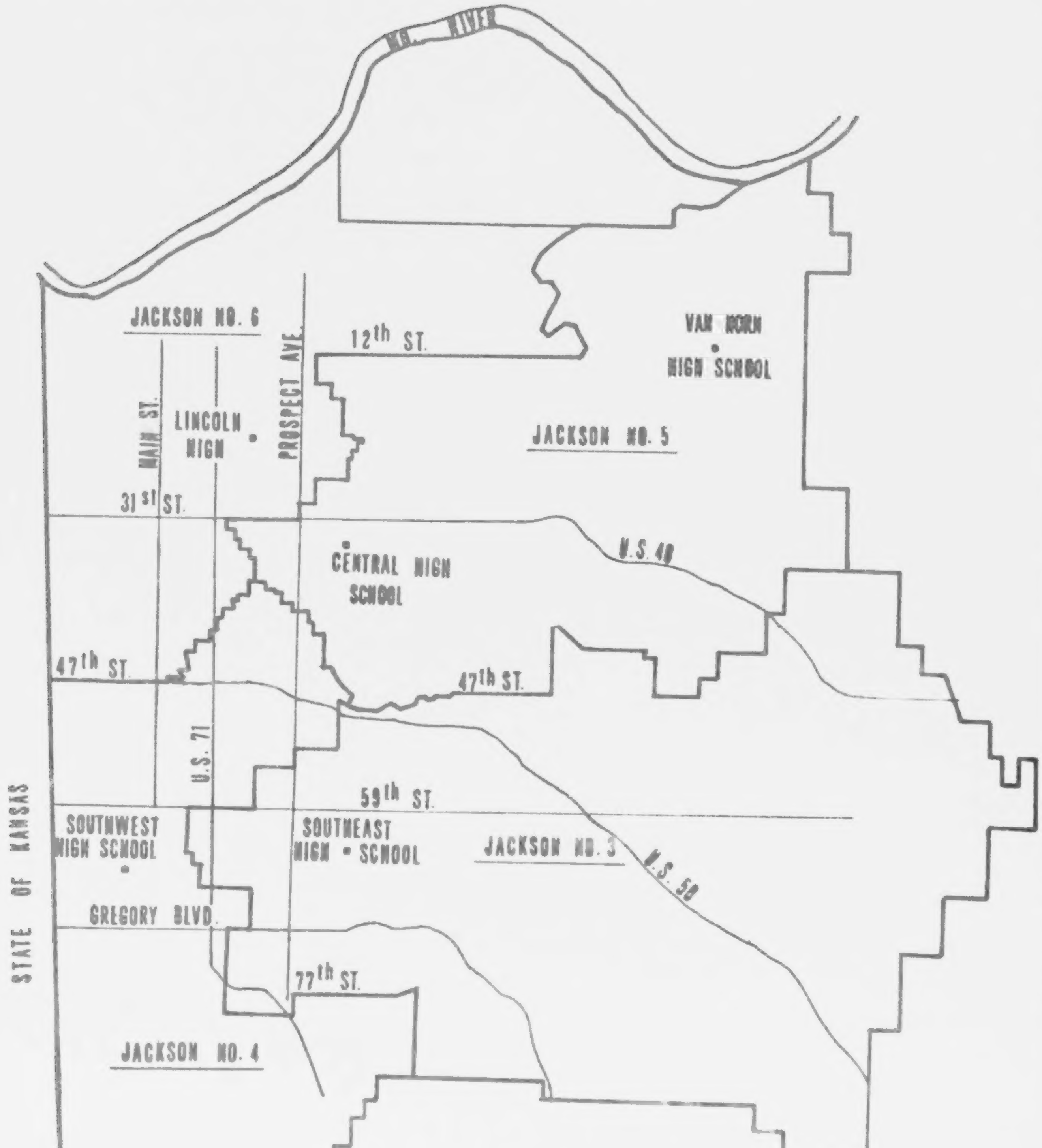

R-I
O. 1
R-III
R-II
R-V
23
R-I
24
CLAY NO. 1
30
18
40
38
41
R-VII
45
46
44
42
52
54
56
58
74
CLAY
53
70
15
14
R-I
ion
30
JACKSON NO. 1
33
R-IV
U.S. 40
R-V
C-2
R-VI
58
C-I

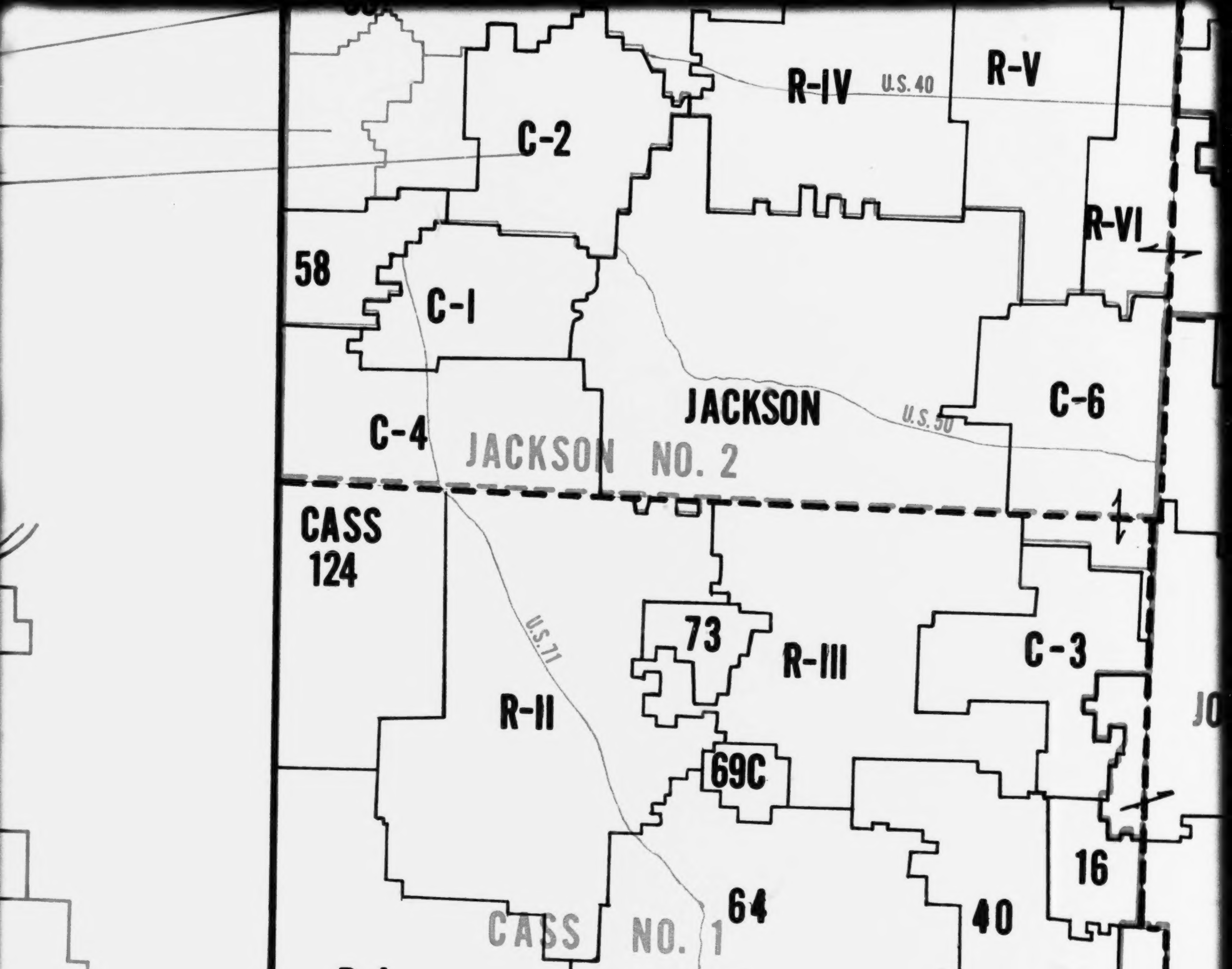

23
R-I
24
NO. 1
18
40
38
41
R-VII
46
45
44
42
52
54
56
58
53
R-I
14
30
JACKSON
NO. 1
R-IV
U.S. 40
R-V
C-2
R-VI

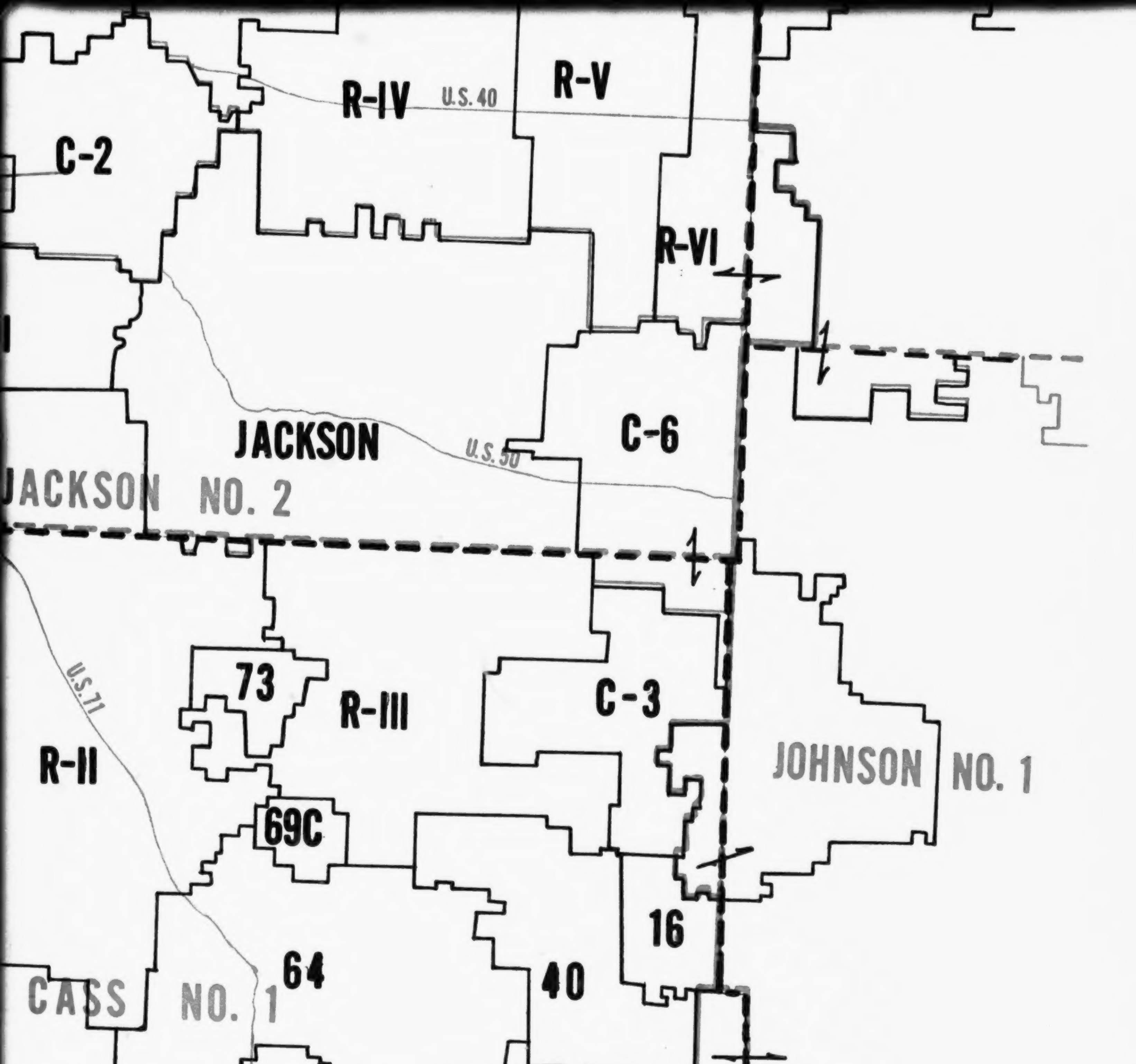
JACKSON NO. 5

JACKSON NO. 4

JACKSON NO. 3




R-IV
U.S. 40
R-V
C-2
R-VI
58
C-I
JACKSON
U.S. 50
C-6
C-4
JACKSON NO. 2
CASS
124
U.S. 71
73
R-III
C-3
R-II
69C
16
64
40
CASS NO. 1
R-I
61
62
34
35
60
R-VIII
86C
30
R-IV
R-V
5C
3
25


R-IV
U.S. 40
R-V
C-2
R-VI
JACKSON
U.S. 50
C-6
JACKSON NO. 2
U.S. 71
73
R-III
C-3
R-II
JOHNSON NO. 1
69C
16
64
40
CASS NO. 1
61
62
34
35
60
R-VIII
86C
8C
30
R-V
5C
3
25